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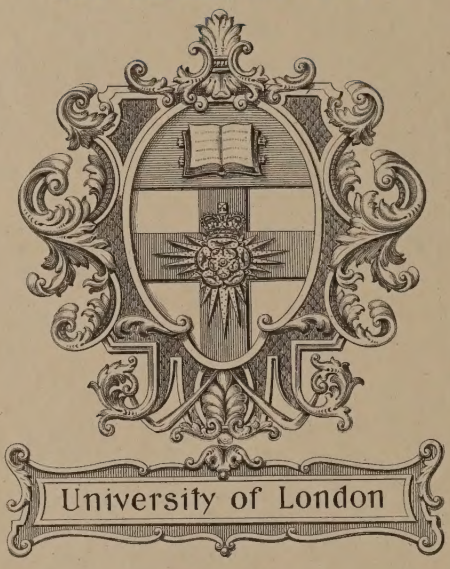

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REPORTS

FROM

COMMITTEES:

SEVEN VOLUMES.

—(5.)—

LONDON CITY TRAFFIC REGULATION (LORDS);
NAVY (PROMOTION AND RETIREMENT).

Session

5 *February* —— 28 *July* 1863.

VOL. X.

1863.

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SEVEN VOLUMES:—CONTENTS OF THE

FIFTH VOLUME.

N.B.—*THE* Figures *at the* beginning of the line, *correspond with the* N° *at the foot of each* Report; *and the* Figures *at the* end of the line, *refer to the* MS. Paging *of the Volumes arranged for The House of Commons.*

LONDON (CITY) TRAFFIC REGULATION BILL (LORDS):

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REPORT

FROM THE

SELECT COMMITTEE

ON THE

LONDON (CITY) TRAFFIC REGULATION BILL [LORDS];

TOGETHER WITH THE

PROCEEDINGS OF THE COMMITTEE,

AND

MINUTES OF EVIDENCE.

Ordered, by The House of Commons, *to be Printed,*
14 *July* 1863.

440.

Jovis, 18° *die Junii*, 1863.

Ordered, That the London (City) Traffic Regulation Bill [*Lords*] be now read a second time and committed.

Martis, 30° *die Junii*, 1863.

Committee nominated by the Committee of Selection—

Mr. H. J. Baillie (Chairman).
Mr. Kekewich.
Mr. Fenwick.
Mr. Dutton.
Mr. Nicol.

To meet on Wednesday, July 8th, at Twelve o'clock.

Mercurii, 1° *die Julii*, 1863.

Mr. Fenwick is discharged, and Mr. Buller added to the Committee by the Committee of Selection.

Lunæ, 13° *die Julii*, 1863.

Ordered, That the Minutes of the Evidence taken before the Committee on the London (City) Traffic Regulation Bill be laid before this House.

Martis, 14° *die Julii*, 1863.

Ordered, That the Minutes of Evidence (ordered 13th July), be printed.

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REPORT.

THE COMMITTEE to whom the LONDON (CITY) TRAFFIC REGULATION BILL [LORDS] was referred; Have examined the allegations contained in the Preamble of the Bill, and have amended the same, by striking out the words "and the loading of carts, waggons, and other vehicles," in order to make the same consistent with the clauses of the Bill, as amended; and found the same, as amended, to be true; and have gone through the Bill, and made Amendments thereto.

PROCEEDINGS OF THE COMMITTEE.

Mercurii, 8° die Julii, 1863.

MEMBERS PRESENT:

Mr. BAILLIE, Chairman.

Mr. Kekewich.	Mr. Dutton.
Mr. Buller.	Mr. Nicol.

London (City) Traffic Regulation Bill (Lords).

Counsel:—Sir *Wm. Alexander*, Mr. *Recorder*, Mr. *Common Serjeant.*

Agents:—Messrs. Dyson.

The following Petitions against the Bill were read: From

1. London General Omnibus Company.

   Counsel:—

   Agent:—Mr. Bradfield.

2. Merchants of the City.

   Counsel:—Mr. *Hope Scott*, Mr. *Round.*

   Agents:—Messrs. Dorington.

Preamble of the Bill read 1°.

Sir *William Alexander* was heard to open the case of the Promoters in support of the Preamble of the Bill.

Mr. *Thomas Lott*, Mr. *William Haywood*, Mr. *Joseph Dudd*, Mr. *Charles Scott*, Mr. *John Foulger*, and Mr. *Robert Alexander Tilcock*, were severally sworn, and examined.

Mr. *Recorder* stated that the case of the Promoters in support of the Preamble of the Bill was closed.

In support of the case of the merchants and others against the Bill,

Mr. *Robert Slater* and Mr. *Samuel Smith Travers*, were sworn, and examined.

[Adjourned to To-morrow, at Twelve o'clock.

Jovis, 9° die Julii, 1863.

MEMBERS PRESENT:

Mr. BAILLIE, Chairman.

Mr. Buller.	Mr. Nicol.
Mr. Dutton.	Mr. Kekewich.

London (City) Traffic Regulation Bill (Lords).

In support of the opposition to the Bill,

Mr. *George Moore*, Mr. *Robert William Kennard* (a Member of the House), Sir *Richard Mayne*, Mr. *Samuel Morley*, Mr. *Benjamin Worthy Horne*, and Mr. *Charles Mason*, were severally sworn, and examined.

Preamble of the Bill read 2°, and amended by striking out the words, "and the loading of carts, waggons, and other vehicles."

Question,

Question, "That the Preamble of the Bill as amended is proved," put, and agreed to.

The Committee proceeded to go through the Bill clause by clause, and made amendments therein.

Clause 3, section (*a*), read.

Mr. *Bradfield* was heard on behalf of the London General Omnibus Company, and proposed an amendment to the clause.

Mr. *Common Serjeant* was heard against the application.

The Committee decided not to entertain the objection.

Clause 3 (section B), read.

Mr. *Round* was heard in support of a proviso.

Mr. *Common Serjeant* was heard against, and called

Mr. *Wymdham Haywood* (previously sworn).

Clause amended, and agreed to.

The Committee went through the remaining clauses of the Bill.

Report read, and agreed to.

Ordered, To Report.

LIST OF WITNESSES.

Mercurii, 8° *die Julii*, 1863.

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MINUTES OF EVIDENCE.

Mercurii, 8° *die Julii*, 1863.

H. J. BAILLIE, Esq., in the Chair.

Sir *William Alexander*, Mr. *Recorder*, and Mr. *Common Serjeant*, appeared as Counsel for the Bill. 8 July 1863.

Messrs. *Dyson & Co.* appeared as Agents.

The following petitions against the Bill were read :—

The Petition of the London General Omnibus Company.

Mr. *Bradfield* appeared as Agent.

The Petition of the Merchants of the City of London.

Mr. *Hope Scott* and Mr. *Round* appeared as Counsel.

Messrs. *Dorington & Co.* appeared as Agents.

Sir *William Alexander* was heard to open the case on behalf of the Promoters of the Bill.

Thomas Lott, Esq., sworn; Examined by Mr. *Recorder*.

T. Lott, Esq.

1. I believe you have been for a great many years a Member of the Court of Common Council, and Deputy of the Board of Cordwainers, which is situated in the heart of the city?—Yes.

2. And Deputy Chairman of the Police Committee?—Yes, for six or seven years.

3. Who have charge of matters relating to the police and the traffic of the city?—Yes, to a certain extent.

4. You have resided in the city all your life there?—Yes, I was born there.

5. Have you had your attention very much directed to inconveniences to the traffic from the over-crowding of the streets?—Yes.

6. And have you taken considerable interest in that subject for some years past?—Yes.

7. Are those inconveniences very great now?—Yes.

8. Is the traffic very largely increasing from year to year?—Yes, I have noticed that from my childhood.

9. In consequence of that, are the streets now in many parts of the day completely blocked up?—They are.

10. And is the inconvenience very much increased by the traffic being centred in particular parts?—It is.

11. For instance, there are some parallel streets; is the traffic at all equally divided between those streets?—No, by no means.

12. I believe that the Corporation constructed Cannon-street in order to relieve the traffic of Cheapside?—Yes.

T. Lott, Esq.

8 July 1863.

13. Is Cannon-street much wider than Cheapside or the Poultry?—Yes, considerably wider.

14. With regard to the omnibus traffic; does that traffic almost exclusively take the line of Cheapside?—Yes.

15. Even that which is going from London Bridge station south?—Yes.

16. Much the shortest and the quickest way would be by Cannon-street, would it not?—Yes. The whole of the omnibus traffic nearly goes through Cheapside.

17. And it is really going out of their way?—Yes, for the south-western district.

18. Would it be very convenient for the general traffic of the streets if there were powers vested somewhere to divide the traffic?—Yes.

19. Nobody now has that power, except on special occasions?—No, they get licenses to go the road they please.

20. It is proposed by this Bill to give powers to the magistrates of London to regulate the course which they should take, with the consent of the Secretary of State?—It is.

21. Is there also considerable inconvenience from some of the streets being blocked up with the waggons of wholesale houses?—A very great inconvenience.

22. In fact, are the streets made use of instead of having courtyards for their waggons?—To a great extent; and the goods are put down on the pavement, to the obstruction of the foot passengers.

23. There is not any power at present for regulating the traffic?—Not to a sufficient extent.

24. Have the Corporation done all they can, with their present powers, to prevent those inconveniences?—They have, in the shape of giving special instructions to the police.

25. I believe that there is a large body of police employed merely in regulating the traffic under those powers?—Yes, a great many are obliged to be put in Cheapside and other particular parts.

26. And you spend a great many hundreds, in the course of the year, in that way?—Yes.

Cross-examined by Mr. *Round*.

27. You are sub-Chairman of the Police Committee, are you not?—Yes.

28. And I suppose you are thoroughly conversant with your present powers?—Yes.

29. Do you know the 2d and 3d of Victoria, the Police Act?—Yes.

30. My learned friend, Sir William Alexander, read the 22d section of that Act; how do you interpret the last clause in that Act. The first clause in that 22d section refers to a period "of public processions, public rejoicings, or illuminations?"—Yes.

31. The next is rather with regard to certain localities within a distance immediately contiguous to certain places?—Yes.

32. And then you find the word "also," which effectually distinguishes that from the first parts?—There is a doubt about that. If you ask my opinion as a lawyer, I should say that there is a considerable doubt about it.

33. Those places, such as the Mansion House, the Post Office, and other places mentioned here, would about comprise the area within which you have given your evidence to-day with regard to the crowding of the traffic?—I think they would.

34. Now, the last three lines of that section are, "In any case when the streets or thoroughfares may be thronged, or may be liable to be obstructed?"—I have always been of opinion that that refers to the antecedents—public processions, and so on.

35. And have you considered, in acting under the Act, that those general words do not give you the power?—I have so considered.

36. Have you not practically, within the last three or four years, taken upon yourselves to act otherwise?—On some occasions action may perhaps have been taken, but generally we have considered that our powers are limited to public processions.

37. But you would know whether the powers have not been so actively exercised or not?—As sub-chairman of the committee I have not an intimate acquaintance

acquaintance with all the proceedings of the police force, because they are under the direction of a commissioner.

38. Take the simple case of dividing the traffic at London Bridge?—Yes, that was entirely done by the late Commissioner, Mr. Daniel Whittle Harvey, without any intervention of the committee.

39. But that action was taken under this very Act, was it not?—I do not know.

40. But if it was not under this Act he would have been acting illegally, would he not?—Of course.

41. But, whether legally or illegally, that has been done?—That has been done, and it has answered very well.

42. In your judgment, is the 22d section the only section which applies to this case?—I think so, and that is limited to public processions.

43. What is the principal inconvenience (to give it a positive tangible shape) that you complain of with regard to the vans and waggons only?—With regard to the waggons, the inconvenience is this, that they remain by the side of the streets sometimes two or three deep, loading or unloading, for an unreasonable time. That is one of the great objections to the present state of things; and if you ask my opinion on that, I think they obstruct the retail trade of the City of London.

44. You complain of their stopping for an unreasonable time?—That is one complaint.

45. And for that you have no present remedies?—No.

46. Now turn to the 35th section of the same Act: the marginal note is "Prohibition of nuisances by persons in thoroughfares?"—Yes.

47. Now turn to sub-division 6 in that section: it says, "Every person who shall cause any cart, public carriage, sledge, truck, or barrow, with or without horses, to stand longer than may be necessary for unloading or for taking up or setting down passengers, except hackney carriages." Now taking the words, "cart, public carriage, sledge, truck, or barrow, with or without horses, to stand longer than may be necessary for unloading." Why have you not proceeded under that; show me why you cannot proceed under this Act?—I can do so; but those words are too indefinite, and they have been found so in a court of law. With regard to the time for loading or unloading, some time ago Messrs. Travers were summoned before the magistrate, and charged with obstruction; and the matter was carried to the Court of Queen's Bench. I believe it is there hung up at this moment, from the circumstance that it is impossible to decide what is a reasonable time for loading or unloading.

48. Is that the only instance in which it has been carried to a superior court?—That is the only instance to my knowledge.

49. Are there not a score of instances in which you have proceeded with success against other people under that Act?—No; I have heard of some instances, but not to that extent.

50. Is it matter of notoriety that you have had constantly to proceed under those powers?—I believe that proceedings have been taken; but I cannot speak upon the subject, because I am not a lawyer practising in criminal courts. I have heard and seen in the papers that there have been prosecutions, but it is no part of my duty.

51. Then you do know of many instances in which proceedings have been taken under this Act?—Yes, I have heard so, and believe so.

52. How do you propose, under this Bill, to define the words "reasonable," or "unreasonable time"?—I should propose to suggest that it should be defined by bye-laws.

53. Then imagine yourself, pen in hand, drawing them up; what would be your notion with regard to a reasonable, or unreasonable time, of loading or unloading?—I should think half-an-hour, but I have no experience in those things; the magistrate would make bye-laws, and no doubt many of them are wholesale traders, and they would mete out proper justice between wholesale traders, and retail traders and passengers.

54. You say that the gentlemen who would make those laws are wholesale traders?—Some of them.

55. And some of them are petitioners against the Bill, are they not?—Yes, I am very sorry to say so; two or three of them petition against the Bill.

T. Lott, Esq.

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56. Do you really represent to the Committee that you could define actually whether it is half-an-hour, or three-quarters of an hour, or an hour, the time during which a cart should stand?—I have no doubt of it. I have myself seen in Cheapside a waggon entirely deserted, and have sent the police after it. Now, what I should wish is this, that the loading or unloading may be pursued continuously until it is done, and that the driver should not go to the public-house and leave the waggon.

57–58. What did you do on this occasion which you have just referred to?—I sent a policeman to the man who had charge of the waggon.

59. Was he proceeded against?—I am not aware that he was. It is no part of my duty to follow those things out, and I do not think that we have sufficient powers.

60. When you found a flagrant instance like that, I asked what you did?—I sent a policeman after him, and what was the issue I do not know, but I dare say if it had been Messrs. Travers they would have fought it in a court of law, and beaten, perhaps.

61. Suppose half-an-hour was considered reasonable, under this Bill, then if the waggons were 35 minutes, you could proceed against them without regard to the circumstances of the case?—Yes.

62. Now, I appeal to your candour; will you not agree with me that a reasonable time is the ordinary expression in all those things?—It would create a great deal of litigation.

63. Is it not far more reasonable to introduce those words than to attempt to define the number of minutes?—I think there would be no difficulty in defining them in this case, as far as my knowledge of the wholesale and retail trade goes.

64. Now, in making your bye-laws, would there be any streets in which you would restrict the loading or unloading *in toto*?—No, not altogether, but I would have the loading and the unloading take place at an early hour in the morning.

65. Take the instance of a narrow street, and elaborate that?—It may be said that it is personal, but my own street is very narrow; that is Bow-lane. When I left it to come here to-day it was thoroughly blocked up from one end to another.

66. Will you give me an instance of a narrow street, in which you would not altogether prevent loading or unloading, but in which you would allow it to be conducted under certain circumstances?—I will give you Bread-street and Friday-street.

67. Will you give me the name of a trader in Bread-street?—I have no knowledge of the traders in Bread-street.

68. Will you give me the name of a trader in Friday-street?—I have equal knowledge of them.

69. Messrs. Boyd & Co.?—I have heard of them.

70. Will you say within what hours it would be reasonable to prescribe that Messrs. Boyd & Co. should be at liberty to load or unload their waggons?—Speaking without having an opportunity for mature consideration of the matter——

71. Have you not had an opportunity for mature consideration of the matter?—Not with respect to your question. I should say, after nine o'clock in the morning, or at latest after 10, I would restrict any loading or unloading. I would put it at 10 in the morning.

72. You are a little more liberal now in your view than you were, are you not?—I do not know that I have been illiberal in my views.

73. Suppose a goods train from Manchester to Boyd & Co., in Friday-street, and supposing the goods to be an hour late from Manchester, what is to happen if you have an inelastic law?—Let them wait at the station.

74. And Messrs. Boyd & Co. must go without their goods; that is what you mean, is it not?—They had better go without their goods than for the whole city to be inconvenienced.

75. That must be the effect of it?—That must be the effect of it.

76. And those who depend on Messrs. Boyd for those goods must go without also?—Possibly.

77. Do you know that goods trains are in the habit of arriving with absolute punctuality?—I believe they are not always very punctual.

78. Take

78. Take the dock business; how would you propose that to be done?—I do not know.

79. Do you know the hours of business there?—No, I do not know.

80. How many years have the Corporation been in buying those houses in Newgate-street; that is being gradually widened, is it not?—Yes, as circumstances enable them to do so.

81. Those circumstances being the obtaining of property?—The falling in of the leases.

82. How many houses are there in Newgate-street which they have bought up before the time?—I do not know. I am not a member of the Bridge House Committee.

83. I suppose you will admit that the widening of the streets would be the most effectual mode of dealing with this difficulty?—It would be very effectual.

84. You cannot give me an instance, I suppose, in which the Corporation have gone out of their way to buy up houses, giving a little more for them for the purpose of widening the street?—I know several streets which have been widened by the Commissioners of Sewers. The engineer to the Commissioners of Sewers is here, and he will tell you more than I know about that.

85. Do you know anything about Milton-street?—I know that it is in Cripplegate.

86. Do you know that there was an opportunity afforded the City of London of doing something there which they did not avail themselves of?—No, I am not aware of that.

87. And that in Aldermanbury there was a similar case there?—No, I do not know that.

88. Has any attempt ever been made to buy up Southwark Bridge?—Negotiations have been entered into; but they have always opened their mouths so wide.

89. Or you have buttoned up your pockets too tight; a little of both, perhaps. Do you not consider that the opening of the Cannon-street Station and the Charing-cross Station, may so affect the streams of traffic east and west as possibly to bring about a great alteration?—The results of railways are always problematical. I cannot form an idea. A railway was opened in the neighbourhood of my private residence, and it was said that it would throw all that enormous monopoly of the London General Omnibus Company off the road; but there was not a single passenger the less, notwithstanding that those railway carriages were all full.

90. They might go a different way; will not that problem be solved in about a year's time?—I cannot say.

91. Will not those stations be opened (I mean Cannon-street and Charing Cross) in about six months?—I do not know.

92. Assuming that they would be opened within a year and a half or two years, would it not be better to wait?—No; every day the nuisance increases.

Cross-examined by Mr. *Bradfield.*

93. About the Chelsea omnibuses; the object of the regulations is to make the southern traffic by omnibus proceed through Cannon-street?—Yes.

94. Are you not aware that the Chelsea omnibuses proceed to Bethnal-green?—I dare say they do. I am not aware of that.

95. And the Putney and the Fulham omnibuses proceed to the Bank?—Yes.

96. And those you would propose to turn eastward at St. Paul's Churchyard, through Cannon-street?—Yes.

97. And in coming back you propose that they should also go through Cannon-street?—Yes.

98. And also the Hammersmith omnibuses?—Yes.

99. So that passengers to the city from Hammersmith proceeding eastward of St. Paul's, or between St. Paul's and the Bank, would be carried through Cannon-street?—Yes.

T. Lott, Esq.

8 July 1863.

Re-examined by Mr. *Recorder*.

100. You do not propose to point out those particular routes of traffic, but to leave it with the magistrates and the Home Secretary to make such regulations as may be found necessary; is not that so?—Yes.

101. You have not considered the particular provisions to be put in the bye-laws?—No.

102. If it is found that for any particular line of omnibuses it would be more convenient to go by the Cheapside line, you would contemplate that being allowed, would you not?—Quite so. I would trust it to the good sense of the magistrates of London.

103. Everything being approved by the Secretary of State?—Yes.

104. You were asked whether the Corporation had omitted some opportunities of buying some property; are their means limited?—Yes.

105. Are you aware of the amount which they have expended in the last few years in widening the streets?—I am not.

106. Is it many hundreds of thousands?—Yes.

107. You were asked whether you are aware that there are about to be new railways, and you say that the results would be problematical?—Yes.

108. Any way do you think that there should be powers given to regulate the traffic according to the necessity of the time?—Yes; and quite irrespective of railways.

109. There being a power of altering the bye-laws as new necessities arise?—Yes.

110. You were asked about proceeding under the present Police Act; are you aware of any proceedings against wholesale houses since that appeal of Messrs. Travers?—No, I am not aware of any.

111. The weakness of the law has been discovered and consequently it has not been put in force?—I fear it is so.

112. It has not been considered at present what should be the specific regulations?—No; we are only shadowing them forth, being asked what we would do.

Mr. *Round*. How does the appeal case stand?—

Mr. *Recorder*. There has never been any step taken; there was no decision; it was found that we could not go on with it.

113. By the *Committee*.] If the railway companies do not bring up the goods in time to answer the requirements of the police, that would be the fault of the railroad company and not of the police?—Yes, quite so; we have no control over the railways.

114. Are you aware whether regulations with regard to heavy traffic exist in Paris and other large towns on the Continent?—I am not; I think that Mr. Haywood would tell you something about that.

115. But what reason is there that such a large proportion as 292 omnibuses go through Cheapside and only two through Cannon-street; is it because it is a more direct line?—I never could discover any reason; I have seen so many strange things done by omnibuses that I am surprised at nothing.

116. Is the case of cabs the same?—No; there are more cabs go through Cannon-street.

117. There are 294 other vehicles go through Cheapside and 352 through Cannon-street?—I believe the police who made the return are here. But with regard to cabs, the preponderance of cabs in Cheapside is for this reason, that there are so many of them loitering about unhired, and creating great obstruction and often great danger.

118. They are more likely to get a fare in Cheapside than in Cannon-street?—I think they consider so.

Mr. *Recorder* stated that we should find two-thirds of the traffic came from Newgate-street.

[The Witness withdrew.

William Haywood, Esq., sworn; Examined by Mr. *Common Serjeant*.

W. Haywood, Esq.

8 July 1863.

119. YOU are surveyor and engineer to the Commissioners of Sewers for the City of London?—Yes, and have been so for 17 years.

120. The Commissioners of Sewers have the streets vested in them and have the charge of paving and lighting them, I believe?—Yes.

121. And making improvements?—The Commissioners of Sewers are one of the bodies who effect public improvements in the City of London.

122. Have they for many years as opportunity offered been effecting improvements in the streets?—Yes.

123. And at a very great cost?—Yes, at this moment they are gradually effecting improvements in six or eight of the principal thoroughfares.

124. In Tower-street have they been making great improvements?—Yes; they have nearly completed the widening from Mark-lane to the Tower.

125. The Commissioners are in fact a part of the Corporation of London; it is a special commission under an Act of Parliament?—Yes, it is appointed by the Common Council, and it then becomes an independent body, and operates under a special Act of Parliament.

126. Besides Tower-street, have they been trying also to widen Newgate-street?—Yes; the widening of Newgate-street in all probability will be completed at the eastern end within the next two years.

127. Have they lost any time or any fair opportunity in carrying out works that would serve the public?—No, I think not; they are limited by the extent of their rate, and they have frequently gone up to their maximum rate.

128. With regard to Aldermanbury, I believe that there was a demand made there for compensation, which the City considered very enormous?—Yes, and negotiations had been proceeding for nearly seven years for widening one end of Aldermanbury, but the sums demanded were so excessively large, that the Commissioners were unable to prosecute those negotiations.

129. The Commissioners have no powers to compel the sale of property?—They have power to compel the sale of the whole of the property, but as that frequently involves the necessity of compensating for businesses it makes the cost too onerous for the funds of the Commissioners.

130. So that they are obliged to negotiate, or to wait for favourable opportunities?—To a very great extent.

131. *Chairman.*] This Bill does not give any authority to the Commissioners to widen the streets or buy the property?

Mr. *Common Serjeant.*] No; it is said that in Milton-street some improvement was abandoned.

—I have no recollection of any improvement in Milton-street being projected' nor can I imagine that any improvement is needed.

132. There is a railway coming there, is there not?—There is a railway coming right across the street, but it is a street with scarcely any traffic in it; I should say not 100 carts a-day.

133. Your duties as engineer to the Commissioners of Sewers have made you quite familiar with the traffic of the City of London, I suppose?—Yes; I believe that I commenced taking observation of the traffic, about 15 years ago, before any one else did.

134. Do you agree with what Mr. Lott said, that there has been a constant increase in the traffic during the whole of that time?—A surprising increase, and which is still going on.

135. Have you any figures?—I have very large figures.

136. And comparative statements?—Yes; I will take Cheapside; that has increased from 11,000 in 1850, to 12,300 in 1863; that is to say, the vehicles in the 12 busiest hours in the day, from eight in the morning to eight in the evening. London Bridge has increased from 13,000 up to 20,000 in the same hours. In fact, the traffic in the main streets of the city has increased from 20 per cent. up to 35 per cent. within the last 10 or 12 years.

137. You are therefore able to say that the increase has been gradually going on?—Yes; and there is no doubt that the traffic is gradually increasing, and that it is increasing very nealy at that rate.

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138. With regard to omnibuses and heavy vans for goods, what has been the increase?—I am not able to tell you with regard to heavy vans and omnibuses.

139. Was there not a great increase in omnibuses in 1851 and afterwards?—I am not able to say.

140. With regard to Cannon-street and New Cannon-street; are those nearly parallel with Cheapside; can you give any reason why that being so very much wider, none of the omnibuses go down there?—I should say that they simply follow their old route by custom, and for no other object, unless they have a superstitious reverence for the Bank as inducing customers, which is a great mistake. The Bank is a convenient mode of designating the point on the transit of the omnibuses; still by far the greatest number of people do not go to the Bank, but want to go near the Bank; I should question if one person out of every 500 in the omnibuses went direct to the Bank.

141. *Committee.*] Do you consider that they go to the Bank chiefly to regulate their fares?—Yes, as a matter of custom and as a matter describing to the public the precise route they are likely to take. For instance, if a person was going into an omnibus at Charing Cross, he would say, "Are you going to the Bank," not because he was going to the Bank, but because he knew that an omnibus that went to the Bank, went in the direction he wished to go.

142. Would it be convenient to take the Strand and Fleet-street traffic through Cannon-street, and to take the northern traffic over Newgate-street down Cheapside?—Do you mean the omnibus traffic?

143. Principally?—It would be a very great relief to Cheapside and the Poultry, which are so encumbered that they are blockaded more or less the whole of the day for short intervals, so that any person could walk more quickly through them than he could go in any vehicle whatever; and if the vehicles which come up Ludgate-hill could be directed along Cannon-street, it would very largely relieve Cheapside and the Poultry.

144. And contribute to the general convenience of the public?—No doubt.

145. There has been I believe for some time past a regulation of the traffic on London Bridge; has that had a good effect?—Yes, that has had a good effect.

146. Is that the only example where there has been what may be called a regulation of the traffic with regard to its direction?—There are other places where the traffic is regulated by policemen.

147. That is to say, as to actual obstruction?—Yes, as to actual obstruction; but that is the only street in which there have been prescribed lines for vehicles to go on.

148. As that single instance has been so good in its effect, do you think if there were similar powers with regard to other parts similar advantages would be derived?—I have thought for many years (I am not prepared to suggest the precise regulations), that some police regulations might be adopted which would conduce to the benefit of all parties, the general public who do not use the vehicles, and those who do use vehicles, and those who simply employ vehicles for the purposes of trade.

149. Has the general convenience been secured by the regulation on London Bridge?—There cannot be a shadow of doubt about that.

150. It is proposed to open a new station for the Charing Cross line in Cannon-street: no doubt that would throw a great traffic at that point of Cannon-street?—It may; the Bill is passed, and a bridge is already commenced over the river.

151. The trains are to be every 10 minutes, are they not?—I believe so.

152. A question was put to Mr. Lott, whether the effect of the opening of the railway would not be problematical; but the more doubtful the result of that, do you not think that the greater is the importance of giving to somebody the power of making regulations according to circumstances?—If there is to be a large increase of traffic, there would be a greater necessity for regulations.

153. The more doubtful the results, the more necessity that there should be a power of regulation?—The greater the traffic of every description, the greater the necessity for some regulation.

154. You are acquainted with the general provisions of this Bill, are you not?—I have read through it.

155. In your judgment, would the carrying of this measure provide generally for

or the public convenience in the Metropolis?—I think it would enable the Corporation to suggest clauses to the Secretary of State which would meet the approbation of nearly all concerned.

156. The Corporation are all of them engaged in business in the city, are they not?—Yes; I am quite certain that they would look with jealousy upon anything that would obstruct the free course of business.

Cross-examined by Mr. *Round*.

157. When the Metropolitan Railway is opened for the purpose of goods traffic, will it not take a good deal of heavy traffic out of the streets of the City of London?—When the Metropolitan Railway is opened in connexion with the southern lines, I dare say it may.

158. Is not that expected to be soon?—Yes.

159. And have the City of London abandoned all hope of opposing that connexion?—I really cannot answer that question; the City of London do not abandon hope readily.

160. Would that connexion be desirable, do you think?—Undoubtedly; the great value of the Metropolitan Railway is in having ample communication between north and south.

161. And, physically, that can only be done by that junction?—At present it can only be done that way.

162. Just one question with regard to Newgate-street; I understood you to say that the improvements will be completed in two years?—The eastern portion.

163. The eastern portion only?—Yes; the western portion is very much wider.

164. Is it intended to have it all one width?—The intention is to have a minimum width of 50 feet.

165. How many years have you been about that?—It has been progressing for 15 or 16 years.

166. You have been for 15 or 16 years widening Newgate-street?—Yes, I should say quite that.

167. How much money have the Corporation at their disposal for those purposes?—That would be a question for the Chamberlain; whenever they get a large sum of money, they spend it boldly in making a large line of street like Cannon-street, which leaves them less for widening streets, perhaps.

168. How long ago was Cannon-street opened?—Cannon-street was opened about six or seven years ago.

169. For the last seven years what have you done besides improving Newgate-street?—Do you mean the Corporation?

170. Yes?—There is scarcely a main street in the City which they have not widened in some portions.

171. Will you just name two or three?—Fleet-street.

172. What portion of Fleet-street have they widened?—From St. Dunstan's Church westward.

173. How many houses did they have there?—Not many.

174. More than one?—Yes.

175. Two?—Yes.

176. More than two?—Yes.

177. Three?—I should think more than three; they widened the whole of the southern end of Chancery-lane.

178. Coming down into Temple Bar?—Yes.

179. But they left the northern end unwidened?—Yes, it is out of their jurisdiction.

180. Can you give me any notion of the money they have spent in widening?—No, the finance does not rest with me.

181. I thought you would incidentally know within 5,000 *l.*?—No, that would not buy one house.

182. You cannot give the Committee any information with regard to the amounts which the Corporation of London have spent in widening the streets of late years?—I cannot, but it gets beyond tens of thousands. I should say between 100,000 *l.* and 200,000 *l.*

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183. With regard to Aldermanbury, I understood you to say that there was too large a sum wanted there?—Yes.

184. You have compulsory powers, have you not?—We have compulsory powers to take the whole of the property.

185. Have you the same power as the railway companies?—We have stronger powers.

186. That is a thing that railway companies are called upon to do everyday, is it not?—Yes.

187. And they afterwards make what they can of the property?—Yes, they do it for a beneficial purpose.

188. And you might have done the same?—Yes, if the Commissioners had had funds.

189. Now, with regard to Milton-street; does not Fore-street run into Milton-street?—Yes.

190. Or Milton-street runs into Fore-street, rather?—Yes, Milton-street runs into Fore-street, and the other end goes into Chiswell-street.

191. Is there a large accumulation of traffic at the junction of Milton-street with Fore-street?—No.

192. Not where it runs in?—No, there is no accumulation of traffic in Fore-street at all.

193. Is there an accumulation of traffic in Milton-street?—No, it has scercely any traffic through it.

194. Is not Messrs. Morrison and Dillon's in Milton-street?—Yes.

195. And are their waggons loading and unloading every hour of the day?—Yes, there is very little else in the street but that, I should say.

196. They would come into Fore-street in going out, would they not?—That depends on the way they are going.

197. If their destination is Guildhall way, would they come into Fore-street?—Yes.

198. What is the width just at the opening into Fore-street?—Milton-street is only wide enough for one carriage; it gets wider higher up.

199. All the rest it is wider?—Nearly the whole of the rest.

200. Had you ever any powers of improving that street?—Yes. The Commissioners might do it now, no doubt, if they thought proper; but it would be a great waste of the public money, considering that there are so many streets requiring it more.

201. Was not the whole of the site clear at one time?—Yes.

202. And you would not have had to pay for any buildings?—When we first knew of it was at the pulling down of a house.

203. And when there were no buildings on the ground, you might have bought it?—The contracts were let before we knew it; but there were negotiations many years ago, before the buildings were cleared away; but recently all we knew of it was that I think the buildings were removed.

204. Were they very old buildings?—Yes.

205. And you were in negotiation for the purchase of those buildings at that time?—Yes.

206. And did you decline it?—We declined it simply on account of the very large sum asked.

207. Is there any one case in the City almost where there is more traffic than in that street in waggons and vans?—No; it is a peculiar spot for traffic in vans and waggons. Messrs. Pickford obstruct the streets for some hours of the day with their vans.

[The Witness withdrew.

Mr. *Joseph Dudd*, sworn; Examined by Mr. *Common Serjeant*.

Mr. *J. Dudd.*

208. YOU are Inspector of Police in the City, I believe?—Yes.

209. Are you inspector of the whole of the police force in the city?—Yes.

210. And your duties take you all over the city, day, and night?—Yes, at intervals.

211. So that you go over the whole of it every 24 hours?—I do.

212. You know therefore what the traffic is. I believe there are no regulations with regard to traffic, except on London Bridge?—There are not.

213. Do

213. Do you agree that those regulations on London Bridge have had a very good effect in promoting the public convenience?—Certainly.

214. Do you know of any inconvenience that has been caused?—Not any.

215. Is it desirable, in your opinion, that there should be a power of regulating the traffic in some of the other thoroughfares of the city?—It is.

216. I believe at present that a good many of your men are employed at certain places, for the purpose of facilitating the passage of traffic as far as they can?—Solely for that purpose.

217. How many of your men are so employed?—About 30.

218. That is during the busy hours of the day?—Yes, during the busy hours of the day.

219. Will you tell me the points at which some of those men are stationed; there are three at the Mansion House, are there not?—Three at the Mansion House, three in Cheapside, one in Ludgate-hill, one in Holborn-hill, two in Newgate-street, one in Barbican, one in Warwick-lane, one at the east end of Cannon-street, one by the statue of William the Fourth, six on London Bridge (with a sergeant), one in Eastcheap, one at the west end of Fenchurch-street, one in Tower-street, two in Lower Thames-street, Billingsgate Market, and one also in Lower Thames-street, at the bottom of Fish-street-hill. But I should add that in the more crowded parts of the city, during the busier hours of the day, the police are almost entirely occupied in the regulation of traffic and prevention of obstructions.

220. Is there a sergeant and six men for London Bridge only?—Yes.

221. Is it true that there are often two sergeants and four men employed to keep it clear at the end of King William-street?—It happens so when a block takes place, which is unfortunately of frequent occurrence, and the policemen's beats are so arranged that the men at certain times come to that point; there are several men that come to that point.

222. For the express purpose of facilitating traffic?—Yes; when an obstruction is created they have to remain there till it is cleared away, and they are often kept there for an hour together.

223. But the traffic is often impeded, in Walbrook, for instance, by vans stopping?—Yes, frequently.

224. Stopping the narrow way, so as to block the streets?—It does happen so; but the chief inconvenience arises from the fact of so many vehicles having to wait to load or unload.

225. That applies a good deal to Messrs. Travers, at the end of St. Swithin's-lane?—Very much so; more so than to any other place of business that I know of.

226. There is no room for any other carriage if he has a waggon there at that end; is not that so?—There is no room for anything at the Cannon-street end.

227. Nothing else can pass?—Nothing.

228. Is the effect of that to block up the street for the greater part of the day?—It is so.

229. Your attention, I believe, was called recently by one of the public to six or seven vans in Aldermanbury, all standing there waiting to unload?—Yes, that was recently. I was passing through it, and reference was made by some person who belonged to some premises close by, to the new Act. I understood him to mean the London (City) Traffic Regulation Bill; and he said, "How shall we manage if that comes into force; see those vans!" At that time there were six or seven vans standing there.

230. Standing together, one behind the other?—Yes, in Aldermanbury.

231. All loaded?—Yes.

232. And waiting to be unloaded?—Yes, and waiting to be unloaded. I understood him to say that in their yard they could only load one waggon at a time, and the others must wait till that one was drawn out of the yard.

233. He mentioned that as a thing which you could not successfully contend against, even under the new Bill?—Yes.

234. Is there a great difficulty from scaffold poles and long girders being taken through the city in the busy parts of the day, projecting a long way beyond the waggons?—Yes; but another inspector is here, who will speak more particularly on that subject.

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235. And some obstruction is caused by letting down barrels from drays into cellars?—Yes, during the busy hours.

236. That stops the pavement traffic entirely?—Yes, it does.

237. Even in Cheapside there is often a good deal of unloading waggons and vans in the busy parts of the day, at the wholesale hours?—Yes; but more in streets adjacent.

238. The side streets?—Yes, the side streets.

Cross-examined by Mr. *Hope Scott.*

239. Have you read this Bill?—I have.

240. Will you tell me about Aldermanbury. Is Aldermanbury a street or a portion of a street, through which you think it likely that omnibuses, coaches, cabs, and hackney carriages, would have a route prescribed to them?—No.

241. Then what power, under the Bill, would there be for removing the obstructions in Aldermanbury?—That is impossible for me to say.

242. At present you do manage to regulate the traffic in the streets satisfactorily by the help of policemen?—Yes.

243. Do you think that would be possible without policemen?—I think not.

244. You will have to leave the policemen on the spot, make what rules you like; is that so?—There would be less occasion for them.

245. Would you be able to do without them?—No.

246. At the foot of Ludgate Hill you have policemen?—Yes.

247. How many streams of traffic meet there; the traffic from Bridge-street, and the traffic from Fleet-street. Could you make any regulations with regard to the traffic at that point, do you think?—Do you mean other than we have now?

248. Other than you have now?—No; I do not think we could.

249. Do you think that you could make any other regulations, or that the same regulations could be of any value without the policemen being on the spot?—They are always on the spot.

250. And they would have to be always on the spot, would they not, if you got this Bill?—Exactly; to enforce the law.

251. You mentioned a number of places where they are now?—Yes.

252. Could you dispense with the police at any of those points if you passed 20 Acts of Parliament?—I cannot of course say.

253. You are a practical police superintendent yourself. Do you think there is any Act of Parliament that the wit of man could devise, which would dispense with the use of your policemen?—Certainly not; for with all their efforts, however well directed, they cannot prevent obstructions for long periods occurring; but if those obstructions could be lessened, it would be to the public advantage.

254. Take any one point; take the foot of Ludgate Hill; you cannot suggest any regulations which would be better than you have now?—No.

255. Can you suggest any better regulations than you have now at any other of the points where you have policemen now?—If the policemen have the power of making all carriages which approach Billingsgate Market, approach in one direction, and leave in another direction——

256. Have they not that power now?—No, they have not.

257. How far off would you have that power begin; how far from Billingsgate?—They might all be made to approach by Fish-street Hill, and Lower Thames-street.

258. Have you tried any regulations on that subject?—There are two policemen stationed there.

259. Then they do make those vehicles come now?—They endeavour to prevent obstructions.

260. Do they direct them to go one way and return another way?—They have no power to compel them to approach or leave the market in any one direction; they have only power to facilitate the traffic.

261. Your policemen have power to make them go down one side or the other; do you not practically direct carriages to do that?—Yon mean when in motion.

262. When in motion?—No, only as emergencies arise.

263. You do not wish to interfere, I suppose, except in case of emergency.

Have

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Have you never directed carriages to go into one street rather than another upon emergency?—Yes, of course.

264. At present, then, you in fact not only dictate the side of the street, but you dictate the streets they are to go into. Take Billingsgate, where you have two policemen; if one mode of access is crowded, does your policeman direct the carts to go the other way?—If, by going the course they were going a complete block would take place, then the waggons would be directed to go some other course, which, in the judgment of the policeman on the spot, would be better.

265. And people obey your policemen?—Usually.

266. Have you ever had a man disobey?—Yes, frequently.

267. What happens in that case?—In some instances they are summoned.

268. What happens then?—If the case is proved they are fined.

269. Disobeying a policeman when in the exercise of his discretion, he directs a man to go by one route rather than another?—Yes.

270. He is fined?—Yes.

271. Under the Police Act?—Yes, in case of individual obstruction.

272. I am assuming that one street is in such a condition that obstruction will easily take place; and when a policeman tells the driver to go another way, then, if he refuses, what do you do; you say you summon him, and he is fined, and that that is done under the Police Act?—Yes.

273. And the fines are paid. That is justices' law in the city at this moment, is it?—If by pursuing a road an obstruction would be created, the traffic is necessarily diverted for the convenience of those who are so directed.

274. And if a man disobeys the direction of the police he is summoned?—If he wilfully causes an obstruction he is summoned.

275. You have 50 or 100 cases of that sort in the course of a day sometimes. I mean people pulled up for obstructions?—No.

276. How many have you; 25?—They occur very much oftener than they are summoned for the offence.

Re-examined by Mr. *Recorder*.

277. The 25 cases are cab cases; there is a particular day for cab cases, is there not?—Yes, cab and other cases of a like character.

278. When they cause wilful obstruction?—When they cause wilful obstruction.

[The Witness withdrew.

Mr. *Charles Scott*, sworn; Examined by Mr. *Recorder*.

Mr. *C. Scott.*

279. ARE you one of the Inspectors of Police in the City of London?—Yes.

280. Have you the special charge of the district about Billingsgate market?—Yes; I have the special charge of that district.

281. Are there very great obstructions there by the traffic coming to and going from the market?—Very much so.

282. In your judgment could regulations be made by which the obstruction there could be very much diminished?—Yes, I think so.

283. Is there any power there at present to make those regulations?—No.

284. What are the regulations to which you refer, by which obstructions might be decreased?—By compelling the heavy traffic to go down Fish-street Hill; everything to come west into Billingsgate, and to go out eastward.

285. At present that which comes to Billingsgate, and that which goes from Billingsgate, goes the same way?—Yes; they meet, and that causes confusion.

286. Is there, for some hours in the day, a complete obstruction in consequence of that?—Yes; from 8 in the morning till 4 in the afternoon.

287. And you have no power to prevent it?—No; if we tell the drivers to go one way, they say, "We shall not." They are impudent to the policemen.

288. And the policemen have no power to compel them to go the way they direct?—Not the slightest.

289. Can you speak to the directions, generally, in other parts of the city?—Yes; at the junction of Lombard-street, Fenchurch-street, and Gracechurch-

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street; Gracechurch-street is 24 feet wide; Lombard-street is 18 feet, and Fenchurch-street, just by the church, there is room for two carriages to pass.

290. In your judgment, might regulations be made by which the general convenience of the public might be promoted without any private inconvenience generally throughout the city?—I think not at that point.

291. Are the obstructions there caused by the omnibuses?—Yes; by omnibuses, and by the dock vehicles.

292. If the omnibus lines were divided, would that very materially relieve those points?—I think it would.

293. And that you have no power to do now?—Not at all.

294. Is there great inconvenience from some of the vehicles carrying timber and coals during the busy hours?—Very great indeed; I have seen ladders, 30 feet long, scaffold-poles, and iron girders, and perhaps the waggons overloaded, 15 feet high, with baskets up to the second-floor windows nearly, which is very dangerous to the passengers.

Cross-examined by Mr. *Hope Scott.*

295. You have a special duty in the neighbourhood of Billingsgate?—Yes.

296. And every now and then people are very uncivil to you, I suppose?—Yes.

297. It is a neighbourhood in which you expect that, is it not?—Yes.

298. The language there is not very choice?—No.

299. What time does the fish traffic begin?—From five in the morning till the last of the railway carts come in.

300. When is it over?—At four o'clock in the afternoon.

301. It is going on all day?—Yes.

302. You never summoned anybody, I suppose, for refusing to obey?—Yes; I summon for wilful obstruction, not for disobedience of orders.

303. But if you tell a man that he must not go in such a direction because he will cause an obstruction, and he disobeys, that man may be summoned?—No, not unless he causes an obstruction.

304. Suppose you say "Fish-street is full; you will cause an obstruction;" if the man disobeys, cannot you summon him?—If he causes an obstruction, I can.

305. You can summon him, and have him punished?—Yes, if the case is proved against him.

306. That depends on whether it is true or not?—It is dependent on the oath of the policeman.

307. Now, the corner of Lombard-street, Fenchurch-street, and Gracechurch-street, give me a specimen of what sort of regulations you would make there?—There is a policeman on duty at the corner of that crossing, and he divides the traffic; the heavy traffic comes along Fenchurch-street from the docks and from the east, and there are omnibuses from Bishopsgate-street through Gracechurch-street over London Bridge. He lets so many go one way and halts them, and then some of the heavy traffic comes on.

308. The policemen manage pretty well, I suppose?—There is a great inconvenience.

309. How would you mend that under this Bill?—I do not know.

310. You would not be able to do without policemen, I suppose?—Certainly not.

311. If you had your way, would you send all the omnibuses that way, and all the cabs that way?—Where to?

312. Just at the point of crossing whatever traffic comes there. Would you insist on all the omnibuses going in one direction, and on all the cabs going in one direction?—That corner is rather an awkward place.

313. I suppose that nothing could be made at that corner more than there is now made?—No, I think not.

314. Do you know of other places where policemen are kept just now for regulating the traffic?—Yes, there is Eastcheap in a line with Cannon-street.

315. What do they do there?—There are a number of fruit and fish vans come along there to get down to Billingsgate.

316. And there are policemen there?—Yes.

317. Could you mend what is done by them?—Yes, we could get some of the traffic

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traffic up Cannon-street, and right across to the rear of the statue of King William IV.

318. And where does it go now?—It goes along King William-street and over London Bridge; that is cross traffic there.

319. Would you send them down Cannon-street, and make them go over Southwark Bridge?—Yes, or over Blackfriars Bridge.

320. Where are they going to?—Some of them are going to Westminster and different places.

321. Supposing that they are going to Southwark and into the Borough, would you send them round by Blackfriars Bridge?—No, I would send them over London Bridge.

322. Would you stop a man at the corner, and ask the driver of the cart where he was going to?—Yes.

323. Suppose he said to the Borough, what then?—He would go over London Bridge.

324. Supposing that he went over to the Borough, and went to Westminster, what would you do?—We could do nothing unless he caused an obstruction.

325. You would have to ask every man driving along the street where he was going to?—No, not unless there was such an obstruction that he could not get along.

326. You would not make it uniform?—No.

327. But you can stop them now, cannot you?—Not very easily if it is once blocked up.

328. You can prevent them from going that way to block the street up?—No, I think not.

329. Have you read the Bill?—Yes, once.

330. Did you understand it?—I think so.

Re-examined by Mr. *Recorder.*

331. You have not been consulted with regard to the regulations to be made under the Bill?—No.

332. You are probably aware that by the Bill it is not provided you should make the bye-laws?—No.

333. Therefore you have not turned your attention to that?—No.

334. Now with regard to Billingsgate; you say that you think it would be desirable for the traffic coming to the market to go by one way, and from the market to go by another way?—I do.

335. Have you any powers so to provide?—Not at all.

336. You constantly find that when you tell them to go one way, they go the other?—Yes.

337. Have you any means of enforcing your advice to them to go the way where you direct?—None whatever.

[The Witness withdrew.

Mr. *John Foulger*, sworn; Examined by Mr. *Common Serjeant.*

Mr. *J. Foulger.*

338. YOU have the charge of the fourth division, the Poultry district of the city police, have you not?—Yes, I have.

339. In your judgment, are there more powers required for regulating the traffic in the city, so as to prevent obstructions?—Yes.

340. We understand that if a man causes wilful obstruction, he can be summoned and fined under the present Police Act?—Yes, he can.

341. That depends on his creating an obstruction, and doing that wilfully, does it not?—Yes.

342. Have you any powers to direct the men to go in a particular direction, in order to avoid the risk of some obstruction being created?—No.

343. Are there in force in the City of London anywhere except on London Bridge any regulations for conducting traffic?—There are not; not with regard to keeping a particular line.

344. Is it desirable that there should be power to make some regulations which might be varied as circumstances change, for regulating the traffic in the crowded parts of the city?—Highly desirable.

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345. Do you think that general convenience and safety would be promoted by such regulations?—Very much.

346. Are there also heavy bales of goods thrown out of the warehouses on the pavement?—Frequently.

347. Have you any power to deal with that?—No.

348. You are told that as they are not exposed for sale, you have no power, is that so?—Yes.

349. Now, with regard to omnibuses. Do you think that some regulation is very important for directing the route they should take?—Highly important, and especially for that line of Cheapside and the Poultry.

350. Supposing that the omnibuses that come from Holborn and Newgate-street were allowed to go down Cheapside, and those from the Strand and Fleet-street passed down Cannon-street, would the public convenience be very greatly promoted thereby?—Very greatly promoted.

351. A great deal of the obstruction is created by the loading and the unloading of the vans and waggons during the busy hours?—Yes.

352. In your opinion is some arrangement with regard to that necessary?—Yes, it is.

353. And some arrangement with regard to the times during which they might be allowed to load and unload?—It is.

Cross-examined by Mr. *Hope Scott.*

354. You know the clause in the Police Act which makes it penal to "cause any cart, public carriage, sledge, truck, or barrow, with or without horses, to stand longer than may be necessary for loading or unloading, or for taking up or setting down passengers, except hackney carriages standing for hire in any place not forbidden by law, or who by means of any cart, carriage, sledge, truck, or barrow, or any horse or other animal, shall wilfully interrupt any public crossing, or wilfully cause any obstruction in any thoroughfare?"—I do.

355. You can under this Act regulate the loading and the unloading, can you not?—Waggons may be occupied the necessary time for the loading and the unloading in crowded thoroughfares and yet there may be a very great inconvenience.

356. Then it is to apply only to the case where they take up an unnecessary time?—Where they do that we can summon them.

357. But is it to apply where they take up only a necessary time?—It is a great annoyance to the public.

358. You want it to apply to the time that may be "necessary" for loading or unloading?—We want relief.

359. Do you wish to prevent loading or unloading at any time of the day, even though the time occupied is necessary for that purpose?—In the busy hours of the day we want some alteration.

360. Do you mean to say that a man is neither to come from his warehouse nor to take goods into his warehouse but at particular hours of the day, to be fixed by the Corporation?—It would be a great public convenience to have it fixed in the morning and in the later part of the day.

361. How long would you prevent it; would you prevent it between nine and six o'clock?—Between 10 and six o'clock.

362. When do the docks close?—At four o'clock, I believe.

363. When do they open?—At 10 o'clock.

364. You would prevent any traffic to and from the docks between 10 o'clock and four o'clock, which is just the time when the docks are opened?—I think the principal part of the docks traffic is in export goods from the warehouses.

365. You say that the docks open at 10 o'clock, and close at four o'clock, and between 10 o'clock and four o'clock you would prevent the loading and the unloading?—They could get down to the docks at the proper time.

366. When do the warehouses open usually?—Eight o'clock, nine o'clock, and some sooner.

367. When do the Manchester warehouses open?—Generally from eight o'clock to nine o'clock.

368. Do you know when the Manchester goods train comes in?—Four or five o'clock in the morning, I think.

369. Are you sure?—I am not sure.

370. You do not know when the goods leave Manchester, or whether they have two deliveries a day or at what hour?—No.

371. Have you read the Bill?—Only a portion of it; I have not had time.

372. Can you give any idea as to where you would send the omnibuses and cabs?—To relieve Cheapside and the Poultry, I would send them all through Cannon-street going to London Bridge.

373. Are there many business premises in Cannon-street?—Yes, a great many.

374. And while the omnibuses were passing between 10 and four o'clock, you would prevent all those warehouses from receiving and sending away goods?—Yes, that could be done.

375. You would send, I suppose, the omnibuses that come from Holborn way by Cannon-street?—No, by Cheapside.

376. How many lines of omnibuses by Cannon-street are proposed; eight, I think, is it not?—Only those going to London Bridge; I do not know how many lines.

377. Now, with regard to cabs, what would you do?—I should send them, if going to London Bridge, or going in that direction, by Cannon-street.

378. You would have a policeman stop the cabs, to ask where they were going to?—No; we could not inquire of all the cabs where they are going to.

379. You will see, then, the defect of your regulations, I think?—From experience, we can tell whether the cabs are going to the railways or not.

380. You can tell whether they are going to London Bridge; but, I suppose, people go over London Bridge without going to the railways?—Yes.

381. How would you tell them?—I could not tell them; we should let them pass, unless we suspected them.

382. In fact, with a large part of all those cases you could not do anything?—The omnibuses alone would be a great relief.

383. Do the omnibuses which now ply between London Bridge and the West End pick up traffic in Cheapside?—Yes.

384. And you would deprive the public in Cheapside of all the omnibuses?—No; if they are persons that go from the side streets, right and left, they could go from Cannon-street.

385. A man leaving the Royal Exchange or the Bank, having an omnibus now passing the Mansion House, would be obliged to walk down to Cannon-street?—Yes, he would.

386. That would relate to a particular class of omnibuses; Chelsea is one place?—The Chelsea omnibuses go to Hoxton and Bethnal Green; that would not interfere with them.

387. You mean to keep some Chelsea omnibuses in Cheapside?—If they do not go to London Bridge.

388. You would send them into Cannon-street only if they go to London Bridge?—That is all.

389. Then part of those omnibuses would go to London Bridge by Cannon-street, and part by Cheapside to other places?—Yes.

390. And, of course, a man coming into the city by one of those omnibuses through Cannon-street might have to walk to the Bank?—Yes; but it is a very short distance.

Re-examined by Mr. *Common Serjeant.*

391. I suppose, of the passengers by the omnibuses, there is not one in a hundred who is put down at his own door?—Just so.

392. There would still be omnibuses left in Cheapside?—Yes, plenty of omnibuses for Chelsea.

393. With regard to some omnibuses he would have to walk through St. Swithin's-lane?—Yes; just to walk a short distance to get into Cheapside.

394. Taking the balance of convenience and inconvenience, have you any doubt that this would promote the public convenience?—None whatever.

[The Witness withdrew.

Mr. *Robert Alexander Tilcock*, sworn; Examined by Mr. *Recorder*.

Mr. *R. A. Tilcock.*

8 July 1863.

395. ARE you a serjeant of police in the city?—Yes.

396. Have you taken different returns, at different times, of the traffic passing into and out of the city?—I have.

397. Will you state what returns you have there?—This is a return for one hour, of the number of vehicles which passed through Cannon-street and Cheapside on the 25th of March 1862.

398. Is that correct?—Yes.

399. Take the next return, what is that?—A return with reference to St. Swithin's-lane.

400. Is that correct?—Yes; it is taken for three days, for Monday 29th June, Tuesday the 30th June, and Wednesday the 1st of July.

401. At what time, and for what hours?—From 8 o'clock in the morning till 8 o'clock in the evening.

402. During how many hours of those 12 was that blocked up by the waggons of Messrs. Travers?—On Monday the 29th of June for 8 hours and 25 minutes.

403. And left open for 3 hours and 35 minutes?—Yes.

404. Of that time were two hours, from 6 o'clock to 8 o'clock in the evening, after Messrs. Travers's premises were closed?—Yes.

405. Therefore, during the busy hours of the day there were only one hour and 35 minutes left open to the public?—Yes.

406. That being entirely used by the waggons of Messrs. Travers?—Yes; and others coming there.

407. How was it on the 30th of June?—It was closed 8 hours and 10 minutes.

408. And open how long?—For 3 hours and 50 minutes.

409. On the 1st July how was it?—It was closed for 8 hours and 35 minutes.

410. And opened how long?—For three hours and 25 minutes.

411. Have you any other returns?—Yes, I have several. I can give in a return of the number of persons and vehicles entering the City of London daily, ascertained by actual enumeration at the several entrances, in May 1860.

412. That amount of traffic was taken in May 1860?—Yes.

413. Has the traffic increased since the year 1860?—Very much.

414. You have got a return of the vehicles that passed through Cheapside and Cannon-street?—Yes.

415. Did you take notice of the state of Billingsgate Market on the 6th of this month?—I did.

416. What time was that?—From eight o'clock in the morning till five in the afternoon.

417. How many vans did you at any one time find waiting there?—About 250 vans at one time.

418. Was the whole street, from the Custom House to St. Magnus's Church, blocked up?—It was.

Cross-examined by Mr. *Hope Scott*.

419. Do you know how long the Messrs. Travers have been carrying on business in St. Swithin's Lane?—No.

420 For many, many years, have they not?—A great many years.

421. One hundred years?—I cannot say.

422. It is their business which causes this obstruction?—Yes.

423. Their business is one of a very large and important character?—Very large.

424. Colonial produce?—Yes.

425. And a very valuable business?—No doubt of it.

426. How would you propose to deal with St. Swithin's Lane under the powers of this Bill?—I cannot say.

427. You are here to convince this Committee that it is a proper Bill to pass; can you tell the Committee as a practical man how you would deal with the St. Swithin's Lane business of Messrs. Travers under this Bill?—No, I cannot say.

428. Are you often on duty at the corners of streets?—Yes, occasionally.

429. Can

429. Can you suggest any means of hindering those obstructions at St. Swithin's Lane, without very materially interfering with Messrs. Travers's business?—I think that they might load and unload the waggons that call there very much quicker than they do.

430. If they take more time than necessary for loading or unloading, you can summon them under the Police Act, can you not?—Yes.

431. Have they ever been pulled up?—Several times.

432. And fined?—I believe so, but I believe they appealed against the decisions of the magistrates.

433. What happened then?—I do not know the results.

434. Then would you be better off with regard to Messrs. Travers under this Bill, than under the existing law, unless you stopped their traffic?—No, I cannot see how.

435. Now with regard to omnibuses, have you any idea of the destination of those omnibuses, where they go to, the Cheapside ones, the 291 omnibuses, what is their general direction, how many go to London Bridge?—The majority of them go to London Bridge, I should say.

436. What proportion of them go to London Bridge?—I can scarcely tell, I should certainly say one-third of them go to London Bridge.

437. Out of 291, 100 go to London Bridge, and the other 200 do not; is that so?—I should think that more than one-third go to London Bridge, but not one-half.

438. Why do they not go by Cannon-street to go to London Bridge?—I cannot tell; it is nearer, coming up Ludgate-hill, and they would save a considerable time.

439. But still they find it better worth their while to go through Cheapside?—It has been customary so long, that nearly every person directs people to do so.

440. You think that they have got into such a habit of going along Cheapside, that they cannot get along Cannon-street?—I should say so.

441. It seems that a much larger proportion of cabs goes by Cannon-street than of the omnibuses. Do you not suppose that all the cabs going to London Bridge go by Cannon-street?—I should think so, from Ludgate-hill; and many from Newgate-street.

442. In short, it is the interest of any gentleman going to the railway station to get there as quick as possible, and he would go by Cannon-street?—Yes.

443. It is the natural route for cabs?—Yes.

444. But it does not seem to be the natural route for omnibuses?—No.

445. Of the other vehicles, and considerably a still larger proportion go by Cannon-street, do they not?—Yes.

446. Vans, and waggons, and carts?—Yes.

447. All of them going to London Bridge, or doing business in Cannon-street?—Both.

448. Can you tell me any proportion that go to London Bridge, or that do business in Cannon-street?—No, I cannot.

[*The Witness handed in certain Returns of the traffic between the various places mentioned in his evidence, which are as follows:*]

[The Witness withdrew.

RETURN of the Number of Vehicles which passed through *Cheapside* and *Cannon-street*, between the hours of 12.20 p. m. and 1.20 p. m., on Tuesday, 25 March 1862.

	Omnibuses.	Cabs.	Other Vehicles.
Cheapside	291	573	294
Cannon-street	2	256	352

Mr. *R. A. Tilcock.*

8 July 1863.

RETURN of the Number of Vehicles passing *Bow Church, Cheapside*, in one hour; viz., between 10 and 11 a. m., on Wednesday, 19 November 1862.

	Omnibuses.	Cabs.	Vans and Waggons.	Carts and Drays.	Trucks and Barrows.	TOTAL.	Horses.
Going Eastward - -	166	313	83	69	18	649	—
Going Westward - -	182	271	67	63	23	606	4
TOTAL - - -	348	584	150	132	41	1,255	4
			323				

SIMILAR RETURN between 4 and 5 p. m. same day.

	Omnibuses.	Cabs.	Vans and Waggons.	Carts and Drays.	Trucks and Barrows.	TOTAL.	Horses.
Going Eastward - -	159	270	77	59	22	587	2
Going Westward - -	169	331	82	62	21	665	—
TOTAL - - -	328	601	159	121	43	1,252	2
			323				

CITY TRAFFIC REGULATION BILL *v.* ST. SWITHIN'S LANE.

RETURN showing the Length of Time at different periods that the Carriage Way in *St. Swithin's Lane* was open for, or entirely closed to, the passage of Vehicles in consequence of Vans and Carts loading or unloading at Messrs. *Travers'* premises, between the hours of 8 a. m. and 8 p. m., on Monday 29 June, Tuesday 30 June, and Wednesday 1 July 1863.

	Open.	H.	M.	Closed.	H.	M.
Monday, 29 June -	From 8 a. m. to 8.15 a. m. -	0	15	From 8.15 a. m. to 11.30 a. m.	3	15
	From 11.30 a. m. to 12.30 p. m.	1	0	From 12.30 p. m. to 2.5 p. m.	1	35
	From 2.5 p. m. to 2.10 p. m.	0	5	From 2.10 p. m. to 5.45 p. m.	3	35
	From 5.45 p. m. to 8 p. m.	2	15			
	Total - - -	3	35	Total - - -	8	25
Tuesday, 30 June -	From 8 a. m. to 8.55 a. m.	0	55	From 8.55 a. m. to 2 p. m.	5	5
	From 2 p. m. to 2.10 p. m.	0	10	From 2.10 p. m. to 3.40 p. m.	1	30
	From 3.40 p. m. to 4.10 p. m.	0	30	From 4.10 p. m. to 5 p. m.	0	50
	From 5 p. m. to 5.10 p. m.	0	10	From 5.10 p. m. to 5.55 p. m.	0	45
	From 5.55 p. m. to 8 p. m.	2	5			
	Total - - -	3	50	Total - - -	8	10
Wednesday, 1 July	From 8 a. m. to 8.45 a. m.	0	45	From 8.45 a. m to 1.25 p. m.	4	40
	From 1.25 p. m. to 2.15 p. m.	0	50	From 2.15 p. m. to 6.10 p. m.	3	55
	From 6.10 p. m. to 8 p. m.	1	50			
	Total - - -	3	25	Total - - -	8	35

NOTE.—Messrs Travers's premises are closed at 6 p. m.

RETURN of the Number of Persons and Vehicles entering the City of *London* Daily, ascertained by actual Enumeration at the several Entrances.—May 1860.

	Vehicles.	Passengers in Vehicles.	Foot Passengers.	Number of Passengers.
Aldersgate-street	2,052	4,952	21,060	26,012
Aldgate	4,978	12,548	42,574	55,122
Artillery-street	148	232	4,110	4,342
Bishopsgate-street	3,461	19,388	34,160	53,548
Blackfriars Bridge	4,108	7,293	31,642	38,935
Blackfriars Pier	-	-	2,140	2,140
Blackwall Railway	-	-	7,032	7,032
Blomfield-street	719	1,260	10,052	11,312
Brook-street	254	413	4,530	4,943
Catherine-wheel-alley	-	-	1,876	1,876
Chancery-lane	1,279	7,593	13,057	20,650
Church-street	257	375	2,530	2,905
Custom House Stairs	-	-	109	109
Devereux court	-	-	4,466	4,466
Dyer's Hall Pier	-	-	1,439	1,439
Finsbury-place	3,451	11,060	27,024	38,084
Golden-lane	247	352	8,140	8,492
Half-moon-street	114	159	2,886	3,045
Harrow-alley	81	107	6,220	6,327
Hatton Garden	423	815	8,332	9,147
Haydon-square	262	456	2,333	2,789
Holborn Bars	9,060	36,094	41,610	77,704
Leather-lane	162	237	5,830	6,067
Little Moorfields	150	228	5,230	5,458
London Bridge	10,429	30,799	54,128	84,927
London Bridge Wharf	-	-	1,110	1,110
Milton-street	215	357	4,580	4,937
Minories	2,456	3,571	18,208	21,779
Moor-lane	140	175	6,041	6,216
Paul's Wharf	-	-	1,271	1,271
Primrose-street	6	6	1,630	1,636
Ropemaker-street	128	172	2,436	2,608
Rosemary-lane	384	571	3,034	3,605
Shades Pier	-	-	2,500	2,500
Skinner-street	61	86	2,006	2,092
Smithfield Bars	2,439	4,012	24,830	28,842
Somerset-street	584	932	7,210	8,142
Southwark Bridge	497	1,465	875	2,340
Stoney-lane	126	141	7,672	7,813
Sun-street	1,119	1,799	11,970	13,769
Swan Pier	-	-	3,835	3,835
Swan-street	509	713	4,154	4,867
Temple Bar	2,159	13,724	36,950	50,674
Tower Stairs	-	-	197	197
Union-street	1,254	1,861	11,356	13,217
Victoria-street	1,748	3,114	12,650	15,764
Whitecross-street	2,305	4,026	24,890	28,916
Widegate-street	-	-	3,620	3,620
	57,765	171,086	535,535	706,621

City of London Police Office.

N.B.—At the time this was taken, part of the pavement was up in Fleet-street, which had the effect of bringing fewer vehicles into the city through Temple Bar, and more through Holborn Bars.

Mr. *Recorder* stated that that was the case on behalf of the promoters of the Bill.

Mr. *Hope Scott* stated that he would call his witnesses before addressing the Committee.

Robert Slater, Esq., sworn; Examined by Mr. *Round*.

Robert Slater, Esq. 8 July 1863.

449. YOU are an active Member of the firm of Messrs. Morrison, Dillon & Co., are you not?—Yes.

450. And that firm are in a very large way of business?—Yes.

451. When was your attention first drawn to this Bill?—When it came into the House of Commons; I was not aware that the Bill had been in the House of Lords.

452. You were not acquainted with it in its early stages?—No.

453. And it was not brought under your notice till it had actually received the sanction of the House of Lords?—Just so.

454. Have you looked into it?—Yes.

455. And you come here to report to the Committee your views upon it?—I do.

456. And how injurious you think it would be to your own business, and the business of all other gentlemen in the city?—I think it would be a most injurious Bill.

457. Have you had some communication with the city authorities?—Yes; I presided at a meeting which was held as soon as the Bill attracted the attention of the traders, and we passed a resolution condemnatory of the Bill. We consider that the magistrates already possess sufficient powers. A committee was appointed, and a deputation from that committee was received by the committee sitting at Guildhall on this measure. We represented our objections to the Bill, and suggested certain verbal alterations in various clauses, and also pointed out the inconvenience that we should sustain if it interfered with the regular delivery of goods during the business hours of the day. We were received very courteously, and on the following day I received a letter from Mr. Nelson, the city solicitor, stating that certain concessions would be made in the Bill, and, at the same time, stating that other matters which we required could not be conceded; and one of them was the most important of all: it related, in fact, to the business traffic of the city. The consequence was, that we afterwards had an interview with Mr. Nelson, on his invitation, and a proviso was suggested by myself and a gentleman who accompanied me to Mr. Nelson. The proviso was to the effect, that nothing in the Bill should be construed to interfere with the removal or the delivery of merchandise in the city of London; and if this was conceded we should offer no opposition. I was afterwards told by Mr. Nelson that that could not be conceded, and the consequence is that we appear here on behalf of the traders who have signed our petition to oppose the Bill, and to maintain that principle.

458. You are personally acquainted with the names attached to the petition, are you not?—Nearly every one of them.

459. Will you take the petition into your hands (*handing a petition to the Witness*); you find certain names in print?—Yes.

460. There was a very limited time for obtaining the signatures, I believe?—Yes.

461. Was it more than a day?—It was scarcely more than a day; it was prepared very hurriedly.

462. All those that are in print, represent those names that you obtained in one day, do they not?—Yes.

463. Since that day, am I correct in supposing that all those additional names are those that you obtained subsequently?—Yes; those that we obtained subsequently.

464. Running your eye down the petition, I will ask you if those names represent the greater number, by far, of all the most respectable wholesale dealers in London?—A very large portion, indeed, of the trade of London. Two of the first houses alone exceed 5,000,000 *l.*, and I think the other houses who have signed, taking it at a rough guess (it would be a very rough guess; but it would be a very large one), would represent not less than 100,000,000 *l.* nearly of the trade of London.

465. Do you mean the returns?—Yes, the returns, the extent of the trade.

466. Mr. *Hope Scott.*] You mean the annual business which they do?—Yes, the annual business they do. I take two of the names alone as representing 5,000,000 *l.*

467. Mr. *Round.*] All those interested to that enormous amount would be very seriously interfered with by this Bill?—Yes, very seriously interfered with.

468. Do you apprehend that the Corporation may have power to assign certain hours within which you are to load and unload?—I have considered the subject very closely, and if I were to speak from my own experience in business and the similar experience that other gentlemen have had, I should say that it would amount to almost a complete cessation of traffic if it were to be confined within certain fixed hours. The practice at this moment is the same in our firm as in every other concern. We have our post letters in every morning about eight o'clock, and we have certainly not less than 150 orders every morning, and those goods so ordered must be delivered within one, two, three, or four hours from the time we get those letters, and the goods must be sent by railway, they nearly all come from the country; besides that, there are the early trains in the morning, and indeed trains arrive at all times of the day, bringing up a large number of persons from the country to buy goods, and those persons require them to be delivered at an early hour, and some, at all events, require them to be delivered sometimes within a couple of hours after they are bought; and if you interfere with that business, which is peculiarly the business of London, you do a very serious injury to its trade.

469. The first orders by the morning post are orders from the country, and then there is a mid-day post?—The letters are delivered all through the day.

470. From early in the morning till late at night you are constantly engaged in executing those orders and sending off the goods?—It is so, we could not do it at any other hours than between eight o'clock in the morning and eight at night.

471. Will you just give the Committee a little notion of your trade with the docks. One witness suggested that he would not allow any business to be carried on between ten o'clock in the morning and four o'clock in the afternoon?—That would put a stop to that part of the business altogether, because the docks are only opened between ten o'clock in the morning and four o'clock in the afternoon, and therefore we could not receive goods from the docks, or deliver them. A large connexion of my house is with the foreign trade, and we have a great deal to do with the docks; we send waggon loads of goods almost daily, and those goods are perhaps to be delivered to a vessel that clears out in the afternoon. In almost all cases we are very much driven as to time to deliver the goods for shipment; there is a rush to get the goods down, and it often happens that there are more goods sent down than the vessel could take, and you lose the opportunity of shipping for a month again to such a place as New Zealand, where there is only one vessel in six weeks. The necessity therefore for being able to deliver goods as soon as possible is imperative upon us, otherwise we should lose that trade entirely.

472. You would lose the opportunity of making a consignment, and the consignee would lose his market?—Yes; we should lose the opportunity of making a consignment, and the consignee would lose his market, no doubt of it; there is also the delivery of goods to us; the receipt of goods by us from the docks and various places.

473. Would not the effect of your losing this branch of trade by reason of such a restrictive measure be to divert the trade which is now carried on in London to other places where there are no such restrictions?—I think so.

474. For instance, Liverpool would take away a certain amount of the traffic?—The great progress of trade is to be measured by the facilities that you give for that trade being done; if you impose any obstruction, you do an injury and divert the trade into other quarters.

475. At present, you think the trade has all those reasonable facilities for its development which you as largely interested in the trade desire?—Yes, I think so.

476. And it is your wish so to carry that on as not to interfere with the public convenience?—Certainly; our desire would be to afford every facility for the traffic of the streets being accommodated.

477. You have only one object, which is to get over both the loading and the unloading as soon as possible?—Quite so.

478. And the sooner that is done, without interruption to public business, the better for your own business, is that so?—Decidedly.

479. About Milton-street, Milton-street at the part leading into Fore-street is very narrow, is it not?—It is very narrow.

Robert Slater, Esq.

8 July 1863.

480. That fairly represents the neck of a bottle, does it not?—Completely so; there is only room for one pair of wheels into Fore-street.

481. Would not the widening of that street greatly facilitate the passage of traffic from Milton-street into Fore-street?—Certainly; that is a street where there is a great deal of traffic. I was rather astonished to hear the evidence to the contrary. I have been acquainted with that street between 40 and 50 years, and that is one of the streets where a part of our premises are, formerly called the Old Grey Hound; and that street is the near cut up to the City Basin and the City-road, and it is down that street where Pickfords' waggons and Chaplin and Horne's waggons send goods from the London and North Western Railway in the morning, and many of them to our own house; but in consequence of that narrow neck, there is almost an incessant block in Fore-street, and Pickfords' waggons cannot get out or come in. Now, the two houses at the end are two ancient houses which were saved during the great fire of London; they are only wooden buildings in a very dangerous state. I have seen a waggon laden with hops, and I have seen both sides of the streets brushed by the load of the waggons, and have been afraid that some of the houses would be brought down. I have always been astonished that the Commissioners of Sewers have never moved that obstruction.

482. You would hardly suppose that the purchase of those buildings would involve any very large sum of money?—They would be purchased for a very small sum of money, I should think.

483. Would you have hesitated to do such a thing yourself for the purpose of improving your property?—I should readily myself contribute towards their removal, if it were necessary, because it would thereby facilitate our own business.

484. In ordinary way, I believe that the great carriers do your business?—Our business is chiefly done now by the carriers for the wholesale houses of London; the great bulk of the goods are conveyed by the waggons of Chaplin and Horne, and Messrs. Pickfords from the various railway companies; they come with the goods in the morning and collect them in the afternoon, and that is proceeding all through the day.

485. Notwithstanding that you have occasion to use two or three of your own carts, have you not?—Yes, we have a good many carts of our own.

486. So large is your business?—So large is our business.

487. Can you suggest any mode by which your business could be carried on except in that way?—I conceive that it is great economy, in point of time, as well as great economy in point of money. If we had not the means of availing ourselves of a railway van, for example, for taking the goods to and from the railway, that van being a little wider than our own carts; I say, if we had not that advantage, there would certainly be a very large increase of carts in the streets of London, and occasion a much greater inconvenience than prevails now.

488. Instead of one large van, with a capacity of carrying 100 packages, you would be employing 10 carts capable of containing 10 packages each?—Yes.

489. And the streets would be very much more crowded in consequence?—No doubt.

490. Your business, in an ordinary way, may be of a steady character; but in the early part of the month it is very pressing, is it not?—In our trade, and I suppose in a great many of the other trades of those gentlemen who signed the petition, it is the fact that the customers order the goods, and sometimes buy them, mostly in the first week of the month, and more frequently on the first day of the month. I have made a memorandum of the goods that we sent on the first three days of the month of April, and I find that the number of packages sent out on those three days was 2,265; that we loaded 23 vans and 40 carts, and I find also, taking the whole of the year 1862, that the case goods and the bales delivered to us from the manufacturing districts, the docks and France exceeded 40,425 packages.

491. Would that trade be seriously hindered and interrupted, in your opinion, by the operation of this Bill?—I do not know how we could possibly carry on our business if the Bill took effect. It would stop our trade if we had no means of receiving or delivering goods during the hours of business.

492. The powers given to the Court of Aldermen would be arbitrary powers, would they not?—I think so.

493. Subject

493. Subject only the approval of the Secretary of State?—Yes; subject to his approval of the proposed bye-laws.

494. You would naturally expect, if the Bill should pass, to have an opportunity of representing your views with respect to any of the proposed bye-laws?—No doubt.

495. Have you looked at the Bill in order to see whether there is any machinery proposed in the Bill for that purpose?—There is no machinery proposed in the Bill for that purpose, inasmuch as, in its progress through the House of Lords, a clause was introduced, which made it necesssry for the corporation to publish bye-laws a month before they asked for the approval of the Secretary of State. To that extent only is there a safeguard, but we can scarcely know whether there might be sufficient interest felt at the time to evade what might be a very injurious bye-law.

496. You think the powers might be exercised in a way that might be extremely prejudicial to you?—No doubt.

497. Two or three of the aldermen have opposed the Bill?—Yes.

498. I suppose you would attach more importance to their opinion than to that of the others?—I suppose they are possessed of more influence in the City of London than the traders.

499. Just running through the aldermen, am I correct in supposing that the mercantile interest, as distinct from the trading interest, is very largely represented by them?—I am not sufficiently acquainted with them to say; but I can readily understand that their wish is to benefit the City of London as much as possible.

Cross-examined by Mr. *Recorder*.

500. Your objection is with respect to the possibility of your being prevented from loading and unloading goods as you do now?—Or delivering them; loading, as far as our house is concerned, is not the question.

501. The whole of your loading takes place within your premises?—Yes.

502. You have six different entrances into your premises?—Yes, but that is not under cover; Milton-street would be interfered with.

503. You have been at the expense of obtaining premises large enough to enable you to load within your own premises?—Yes.

504. And from there your goods are carried to the railway or the docks?—Yes.

505. Then in what way would it interfere with your export business?—We have of necessity occasion to employ a great many vans, which are not kept by ourselves; Chaplain and Horne, for example, conveyed goods for us to the docks, and the injury would be in the delivering and reception of those goods.

506. I am referring to the delivering of goods from your place?—The same remark applies; we sent out a good many vans that are not our own.

507. Where are they loaded?—Within our own premises, but they have to go through the streets.

508. But do you suppose it is intended by this bill to prevent vans from going through the streets?—I understand so, to some extent.

509. Will you be so kind as to point out the clauses in the bill which you think would be destructive to your business. First of all, there are powers "to make from time to time such bye-laws, rules, orders, and regulations as the Court may think necessary or expedient for all or any of the purposes following, that is to say; for regulating the several routes to be followed, and the particular streets or portions of streets to be used by all or any of the omnibuses, coaches, cabs, and other public or hackney carriages licensed for the conveyance of passengers or to ply for hire, and for preventing obstructions in such streets in any case where the same may be thronged or liable to be obstructed." Do you anticipate any evil for that?—From the last clause I apprehend it is very likely that the police under the bye-laws might find it necessary to divert waggons on their road to the docks, for instance, simply from the nature of the traffic.

510. But do you suppose that the magistrates of London and the Secretary of State would consent to any such bye-law?—We see a good many strange things done by the magistrates, and I should not like to undertake for them.

511. I understood you to say that you thought the effect of this Bill would be perfectly destructive to your trade?—I spoke of the trade of London.

512. I think you said your own particular trade?—I was speaking of the

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interruption it would occasion to those waggons, either in delivering goods to us or taking goods from us.

513. Then with respect to the loading or unloading of goods, you do not anticipate any evil effects from the Bill?—With respect to the loading it would not interfere with us, but it would interfere with the unloading.

514. Where does the unloading take place?—In Milton-street.

515. At what portion of the day is there any unloading; how many hours out of the 12?—From eight in the morning till six at night, all through the year.

516. During which time goods are being unloaded at your place?—Yes.

517. Under cover?—No; in the open street.

518. With respect to the loading, you do not anticipate any mischievous effects from this Bill?—No.

519. If other traders would be at the expense of providing proper premises for loading, do not you think that would prevent any inconvenience such as you anticipate might fall upon other traders?—That is a matter which I cannot be expected to offer an opinion upon.

520. Do you think it reasonable that the public streets should be monopolised during the whole of the day by individual traders?—That depends upon what you mean by individual traders. If, by that expression, you refer to the commerce of the city, I should say that the streets are there for that purpose.

521. Do you mean that you think the streets are provided for the purpose of loading and unloading goods?—I do.

522. You do not think that the main object of the streets is to allow the traffic to pass?—If there is no entrance to the premises from the streets where goods can be loaded.

523. Do you think it reasonable that that sort of use of the streets should be put under some restrictions?—Yes; so far as the traffic on the streets is concerned.

524. So as to enable the streets to be used by passengers?—Yes, certainly.

525. Have you ever seen any stoppage in Milton-street?—Yes, frequently.

526. While goods have been unloading at your place?—It may have been so; but more from a block taking place in Fore-street, in consequence of that narrow neck.

527. You think that is one of the most desirable improvements that could have been made by the Corporation, do you?—I think so.

528. Although there are two other streets exactly parallel to that street at a very small distance from it?—Yes.

529. One wide enough to admit three carriages, and the other wide enough for four; Whitecross-street being able to take three, and Redcross-street four?—Yes.

530. What distance are they from Milton-street?—I do not know exactly.

531. One of them is within 100 yards, and the other within 165 yards, is it not?—I dare say it is.

532. Do you not think that there are a great many other streets that require relief much more than that?—Those streets do not require any. They do not take the traffic.

533. But if there was such a stoppage in Fore-street the traffic would go by them, would it not?—The distance is much shorter to come down by Milton-street.

534. Is it not the fact that we all notice a little evil at our own doors much more than a large evil a little way off?—That is true.

535. If there were police regulations, do not you think any traffic could be carried through the wide streets?—Yes; it is not so much the wide streets as would feel the inconvenience as the narrow streets.

536. Do you think it would be any serious inconvenience if during some of the busiest hours of the day they were prevented from loading goods in the narrow streets where there was not room for the traffic?—I think so, indeed. Take the narrow streets leading out of Cheapside, full of warehouses; if you were not to permit those wholesale people to load or unload goods at their doors, you would stop their business.

537. But do not you think that the time might be limited?—I can hardly imagine how.

538. Do you think it would be very mischievous if there was a provision that they should not occupy above a certain time in loading or unloading?—I am sure

sure it must be the desire of all the wholesale people to load and unload as quick as possible.

539. There is a very great deal of time occupied in it, is there not?—If it were not done as quickly as possible, we should find the waggons in our own way.

540. But it is more in the way of the public, is it not?—No, I think not. There are very often circumstances that prevent a waggon being loaded at once.

541. Is not a waggon sometimes waiting while the goods are being packed?—Very often.

542. Do you think that is reasonable?—It depends very much on the necessity of the goods being delivered by a certain time.

543. Do you not think it would be reasonable that there should be some power for having the waggon taken to another place till the goods were ready?—I believe that is very often done.

544. But it cannot be enforced, can it?—I believe not; but still under the present Police Act, unreasonable delay would be punishable.

545. Then it is only the driver that can be punished, is it not?—I think so.

546. Is there any other part of this Bill which you object to, except the words "For preventing obstructions in such streets in any case where the same may be thronged, or liable to be obstructed by reason of the nature or amount of such traffic." Will you point me out any other portion of this very injurious Bill which you object to?—With respect to this clause, the Committee with whom I have the honour of acting, when we saw the Committee, suggested that a proviso to which I have already referred should be added, so as to protect the trade from being unnecessarily interfered with, and if we got that proviso inserted in the Bill, I think we should have been satisfied.

547. That is the only point to which your opposition is directed, is it?—That is the only point to which our opposition is directed, and the vans of course.

548. You began by saying that this was a most injurious Bill, you know?—Yes; I consider the injury would arise chiefly in the obstruction which would be offered to the delivery of goods.

549. Is there anything else which you object to?—There is nothing else which occurs to me at this moment. I am not interested in the other points, except with regard to the power of delivering and receiving goods.

550. By the *Committee.*] The words you object to are those which have just been read: "Preventing obstructions in such streets, in any case where the same may be thronged, or liable to be obstructed by reason of the nature or amount of such traffic"?—Yes; those words seem to me to be indefinite.

551. You do not seem to wish to alter the construction of that clause, but to insert a proviso?—Yes; "Provided that nothing in this Act contained, shall be so construed as to prevent the reasonable delivery of goods or merchandise to or from shops and warehouses and other premises of traders in the city of London, or which may lead to any interference with or interruption to their business.

552. Would not that set aside the Act altogether?—I understood there was an objection to the introduction of that proviso, and therefore we came here to establish the principle of the trade not being interfered with more than could possibly be avoided.

553. I understand you to say that it would be a great obstruction to your business if certain hours of every day were set apart during which heavy traffic should not be allowed to pass?—I think so.

554. Supposing that heavy traffic to be a great inconvenience and a great loss to the public, are you of opinion that the public should be sacrificed to your business, or that your business should be sacrificed to the public?—That is a large question, and one not relating to my particular business, but to the trade of London at large. The trade of London at large does not necessarily comprehend the business which is done in the city alone; it is scattered not only over the whole of the country, but over the whole of the world, and to interfere with that traffic during business hours would be a very serious inconvenience, and that is the principle on which these gentlemen and myself are here to day.

555. You appear here, do you not, to defend your own interests?—Yes.

556. As against the interests of the public?—As well as the interests of the public.

557. If the interests of the public require that the heavy traffic should be suppressed during certain hours of the day, are you of opinion that the interests of the public should be set aside in order that the interest of the traders should

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be carried out, or that the interest of the traders should be set aside for that of the public?—If I was satisfied that the interests of the public would thereby be consulted, perhaps I might be content to sacrifice a portion of that heavy traffic; but my humble opinion is that the interest of the public lie in the opposite direction.

558. A dead lock in the streets certainly does not conduce to the interests of the public, does it?—That, I think, arises from other causes.

[Re-examined by Mr. *Hope Scott.*]

559. I think you intend to convey to the Committee that you cannot separate the interests of the public from the interests of the trade of London?—No.

560. If a trade of 100,000,000 *l.* per annum were through any mistaken legislation to be prejudicially affected, would that be a serious loss to the public?—No doubt.

561. It would affect all branches, both of trade and labour?—Certainly.

562. In that, therefore, you consider your interests identified with those of the public?—Yes.

563. And you think the promoters of this Bill are mistaken?—I think so.

564. You think they aim at the public interests, but that they take a step in the wrong direction?—That is my opinion.

565. Without its trade, London would not be London; and you dread anything which would tend to alter its character as a trading community?—Certainly.

566. How much do you pay towards the police and regulation of the City in respect of your business premises?—I pay 512 *l.* a year in consolidated and police rates, and so on.

567. That is upon the business value of your premises, is it?—Upon the business value of our premises.

568. For providing you with that very accommodation of police and street regulation, which is the question now before the Committee?—Yes.

569. That being so, you think you are entitled to the reasonable use of the streets?—Yes.

570. Do you think it possible, in a large city, that traders should provide means of loading and unloading except in the streets?—No.

571. Do you know of any other commercial town where it is carried on otherwise as a general rule?—I know of no such place; but London differs from all other towns; the City has become too small for the population, and it is the same now as it was at the time of the Great Fire, except some places, such as Moorgate-street and King William-street, the improvement of which I remember.

572. While it has on the one hand been suggested to you, who pay 500 *l.* for the use of the streets, that private parties should provide separate accommodation for loading and unloading their goods, you, on the other hand, think that it is the duty of the body to whom you pay that money to provide wider streets?—Yes.

573. And that is the issue between you?—Yes.

574. Would it be possible for warehousemen and merchants generally to do anything like what you are enabled to do in respect to loading your goods?—No; in Friday-street and Bread-street, for instance, I do not see how they could possibly do it.

575. Take Aldermanbury again?—That is a case in point; it is just such another neck neck of the bottle as there is in Milton-street; it is all warehouses, and there is only an entrance for one pair of wheels.

576. Any increased accommodation or widening the streets would fall upon you in the shape of rates, would it not?—There would be a rate, of course.

577. And you think that, instead of diminishing the traffic by restrictive rules, we should rather expand it?—I certainly think so. I think there would be a large increase of the traffic of London if the streets were wider.

578. And that would pay for widening the streets?—Certainly.

579. My learned friend has asked you if it has ever been suggested in the Bill that there should be a prevention of anything but loading and unloading at certain times; did you hear the evidence of Mr. Tilcock?—Yes.

580. Section 8 of the Bill gives them abundant power to prevent anything they like, if an obstruction is caused by loading or unloading; you heard that evidence of Mr. Tilcock, did you not?—I did.

581. By the *Committee.*] Are you aware that if a little tradesman in fruit

or

or vegetables, sets up a stall in the streets, and thereby causes inconvenience to the public, he is at once removed?—Yes.

582. And that would be a great injury to his interests, I suppose?—It would.

583. Then why should not the same law be applied to people of large trade who cause obstructions in the streets?—I think such obstruction, properly so called, ought to be removed. I am very strongly the friend of facilitating the traffic in the streets, but I should like to have that done without interfering with the interests of the citizens.

584. But, do you think, because millions are concerned in one case, and only a very small sum in the other, that one case ought to be regarded and the other disregarded?—No; I think the principle is the same.

585. Has Fore-street a great deal of traffic?—There is a good deal of traffic in the street, particularly when Cheapside is blocked up.

586. And that is sufficiently wide for three carriages, you say?—Yes, three or four.

587. And that space is generally occupied by your vans, returning or leaving?—No, we do not generally load in Fore-street, we come in in motion; we do not stand still to load in Fore-street.

Samuel Smith Travers, Esq., sworn; Examined by Mr. *Round*.

588. YOU are a partner in the firm of Travers & Sons?—Yes.

589. You carry on a very large business as wholesale grocers?—Yes.

590. Your premises are in St. Swithin's-lane?—They are; also in Cannon-street.

591. What frontage have you in Cannon-street; how many houses have you?—About 16 or 17 houses, taking Cannon-street and St. Swithin's lane together.

592. But excluding St. Swithin's-lane for a moment, and taking the frontage in Cannon-street?—Seven houses in Cannon-street.

593. Do you use those six or seven houses in Cannon-street for the purpose of loading and unloading goods?—Only very slightly in Cannon-street.

594. Not in the ordinary course of your business?—Not at all in the ordinary course of our business.

595. Cannon-street is a very large street, is it not?—Yes.

596. If your vans and waggons were standing there, you would thereby interfere with the traffic to that extent?—We should.

597. And you think it better to confine your loading and unloading to St. Swithin's-lane, in the interests of the public?—We do.

598. St. Swithin's-lane is a very narrow lane, is it not?—Very narrow.

599. It is not by any means of a uniform width for two waggons, I suppose?—No.

600. But you have, by arrangement with the City, widened some portion of it in the middle?—Yes, some years ago they gave us permission to do so.

601. Under any ordinary circumstances, could St. Swithin's-lane be used as a public thoroughfare, even supposing you did not occupy it as much as you do?—I imagine not.

602. Does not it slightly bend in its course?—Yes; and when you enter at one end you cannot tell that there is not some vehicle at the other.

603. At one end you cannot see the other?—No.

604. So that a very small amount of loading and unloading going on in St. Swithin's-lane would prevent it being used by the public?—It would choke it at once.

605. So that the question of a little more or less does not much matter?—It seems so to me.

606. There is a parallel street a very little further off, which connects Cannon-street with King William-street, is there not?—Yes.

607. That is a wider thoroughfare?—Yes.

608. How long have you been in St. Swithin's-lane yourself?—I have been there all my life.

609. And your family before you, how long have they been there?—For several generations.

610. Upwards of 100 years?—More than that.

 611. Even

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611. Even before the year 1700?—Yes.

612. Now, with regard to your business; what is the gross extent of your tonnage. Would you sell per year something like 3,500 tons of rice, 500 of raw sugar, 400 bags of sugar, 12,000 bags of lump, and so on, making altogether 50,000 and odd tons?—Yes, 60,000 or 70,000 tons altogether of various goods.

613. That is your gross tonnage?—Yes.

614. I presume that though that may be received in large quantities, it is sent out in small quantities?—Yes.

615. The rice, which was 3,500 tons, may be split up into 40,000 packages?—Yes.

616. And the sugar, which was 5,000 tons, would go out in the shape of 8,500 hogsheads?—Yes.

617. And 4,000 bags of sugar would go out in the shape of 45,000 bags?—Yes, in every description of package.

618. What would you give me as the total number of packages per year?—I cannot give you the precise figures, because they go out in all kinds of packages.

619. Then your evidence upon this subject amounts to this, that your gross tonnage is necessarily broken up into a vast number of packages?—Precisely.

620. And thus of this does a larger portion of the goods go through your premises, or does it lie at the docks and public warehouses?—It lies at the docks and public warehouses.

621. How do you receive the greater portion of it, does it come to you by carriers?—A great portion of these returns does not come near our place at all. A great portion of our business has for many years been conducted through the carriers. We simply send a slip or order upon the docks, or upon the refineries, with proper indications of the parcel of goods, and we give that to the carrier, Mr. Chaplin, who gives it to his carter, who carts it from the docks or the refiners, and takes it to the point of departure, so that it never comes to my place at all.

622. So that the goods change hands without your seeing them at all?—Yes.

623. And all these goods of course in no respect contribute towards interfering with the traffic of the streets?—Not the slightest.

624. That cannot in any way exhaust your business. You must have a certain quantity of business in St. Swithin's-lane?—Yes. The people we trade with are country grocers, and it is quite impossible that a man can always order his hogshead of sugar. There are some small wants arising daily, but they amount to a good deal when they are added together. If there are, say 45,000 grocers, it constantly occurs, say once a week, that some of them will want some particular small package. Now the docks or wharfs will not deliver those goods except in large quantities, so that we are obliged to cart them.

625. You have customers of all calibres, some doing a large business, and some a small business, and according to their trade so would be the extent of their business with you?—Precisely.

626. If they do a small amount of business, they would have a small amount of goods from you?—Exactly.

627. And there is no way whatever in which that business can be carried on otherwise than by the carriers coming to you, taking the goods away and taking them to the railway?—Just so. But I may add that for some four or five years past, owing to the increasing passenger traffic, we have been forced to give up a great portion of our trade among small consumers, for, if we attempted to carry on business to the extent that our premises would enable us to do, I should have Deputy Lott, or Mr. Alderman , or somebody else, stationing a couple of policemen, as they did some years ago, and persecuting me, as I may say they did, in taking down times and every particular, and summoning us on every possible occasion. There was, for instance, the case alluded to previously, where we found it necessary to appeal to the Queen's Bench, or some other of the Superior Courts, and the moment we did so, and went to the expense of 100*l.* or 150*l.*, and had plans made of the street, and showed them to the judge, we gained our case. We have not since that time been so persecuted, but I am afraid we have left in the Court of Aldermen an animus against us, which has been very strongly shown.

628. Besides the use which you have to make of the public carriers, are you obliged to have two or three vans of your own?—Yes, we have several; seven, I think.

629. At what time do you begin business?—At six o'clock in the morning.

630. Is it your endeavour to get over your business as quickly as possible?—It is; but it is very inconvenient to begin at six o'clock. It is not easy at that early hour to get a superior class of clerks, for a great many of them live out of town, too far to come to business by that time.

631. Is it your object in beginning at that hour to get over the business before the streets become crowded?—Yes; for our own sakes as well as that of the public.

632. You find it difficult to separate the public interest from your own?—They are identical of course.

633. You do in your own persons what you can to confine the traffic to certain points within a reasonable time?—I hope we do.

634. What is the amount which you pay in rates yourself?—I cannot tell you now.

635. Some hundreds, no doubt?—It is impossible for me to say exactly.

636. Did you hear Mr. Deputy Lott examined here?—I did not hear his evidence.

637. He gave as an illustration a bye-law which might be made under the powers of this Act, that possibly no traffic should be allowed to go through certain streets between 10 and 6. Will you explain how that will operate between you and your customers, and therefore between you and the public. Let us suppose that no waggon came into St. Swithin's-lane between the hours of 10 and 4?—I should have to shut up my establishment and go to some other town where we were not blessed with a Court of Aldermen.

638. But I presume others would have to do the same thing?—I should think so.

639. And how are the country shopkeepers to be supplied in that case?—They must go to Liverpool I suppose.

640. And how are the public to be supplied?—I suppose they prefer a perfectly free passenger traffic.

641. Would it not bring the whole thing to a dead lock?—It seems so to me.

642. You know the City very well, I suppose?—Tolerably well.

643. Some of the people not living in the most crowded parts of it may be fortunate enough to get sufficient accommodation to make it unnecessary for them to make use of the streets for depositing their goods, but is that a feasible thing in all the thoroughfares?—No; the City is only composed of 723 acres, and when you consider what is comprised in the 723 acres, you perceive that the proposal that I should pull down three or four houses in order to make space for my waggons, is a simple imbecility.

644. Where the value of ground is measured by inches it seems an absurdity?—I think so.

645. The City Surveyor did not think it worth while to buy certain houses that he might have bought for the purpose of improving the City; that shows their value I presume?—I think so.

646. You know the names put to this petition very well?—Yes.

647. Did you hear Mr. Slater, and do you corroborate his evidence?—Entirely.

648. Do these names fairly represent a large amount of the trading interests of the City?—Not the printed names only, but the printed names with the remainder.

649. And you know the circumstances under which this petition was signed?—Yes, we really had no time at all.

Cross-examined by Mr. *Common Serjeant*.

650. Do you know Messrs. Morrison, Dillon, & Company's premises?—No.

651. You heard Mr. Slater state that the loading was done all on their own premises?—Their trade is different.

652. I was going to come to that; you have these seven houses in Cannon-street?—Yes.

653. I understood you to say, that it was for the public convenience that you did not unload in Cannon Street, which is a very wide street, but that you unloaded in St. Swithin's Lane, where there was no room; will you tell me how the public convenience is promoted by stopping a thoroughfare?—At the present moment I have a certain right by law to load and unload in both streets; we do

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not load in the broad thoroughfare, we confine our business to the narrow thoroughfare.

654. You think that that mode of loading and unloading which stops a public thoroughfare is more convenient than loading and unloading in a broad thoroughfare, which you would not stop up by so doing?—That is one way of putting the question.

655. Will you tell me how the public convenience is promoted by stopping up St. Swithin's-lane?—The traffic up and down a small narrow lane, like St. Swithin's-lane, never could be of the slightest importance.

656. There is not likely to be any traffic, is there, if it is only open for an hour and a half between 8 in the morning and 6 in the evening, owing to your waggons being there?—Take any day when the street was perfectly empty, and you had got rid of me, I still contend that you would not find that lane of the slightest use for public traffic; if a waggon went in at one end it would find an omnibus coming down at the other to meet it.

657. Is there an omnibus traffic in St. Swithin's-lane?—We are talking of a supposititious case, I thought.

658. You say that you use St. Swithin's-lane for loading and unloading because the traffic is so very small that it is not of any consequence the stopping of if?—I do not say so, indeed; I say I must carry on my business, and that it is the least objectionable plan to carry it on in the way which injures the public interests the least.

659. What is the objection, however, to unloading in Cannon-street, as contrasted with St. Swithin's-lane?—Cannon-street is a large thoroughfare, like Cheapside.

660. Let me suggest a reason; is there a wide pavement in Cannon-street?—Yes.

661. And is there no pavement at all, or a very narrow pavement, in St. Swithin's-lane?—That would make the matter worse.

662. Is it not somewhat more expensive to load and unload in Cannon-street?—I do not think it is.

663. Nor inconvenient?—Nor much more inconvenient; but it would be a great inconvenience to the public.

664. Do you know that in many of the new warehouses in Cannon-street provision has been made for loading and unloading on the premises?—I do not know that.

665. Would there be any difficulty in having an archway, and drawing your goods in?—Not if we were to pull down three or four houses.

666. Where is the necessity for that?—You are pre-supposing that there was space in my premises; they are all one solid block.

667. Where do you get your light from; is there no quadrangle inside?—None at all.

668. A solid block is it?—A solid block, with a skylight.

669. Would there not be space to make an archway underneath?—There is no place at all. I must pull down buildings to make room.

670. Have you ever consulted an architect about that?—I never dreamt of such a thing.

671. You never paid any attention to the subject of loading and unloading in your own premises?—I do so now.

672. You stated that you have 60,000 or 70,000 tons per annum of goods, and a very large proportion never came to your premises at all?—Just so.

673. Does this Bill affect that portion of the traffic?—I think so, very much. The Bill gives almost unlimited power to the Court of Aldermen to make any bye-law, or any sort of regulation they think fit.

674. That is your impression, is it?—Yes.

675. Have you read it?—Yes.

676. Are you accustomed to read Acts of Parliament?—Yes.

677. And is it your impression that this Bill gives the Court of Aldermen almost unlimited power?—Certainly.

678. You state that you have suffered such serious inconvenience already from the stoppages of traffic in London, that you were obliged to abandon part of your business?—Yes.

679. Am I obliged to condole with you that your house does less business than it used to do a few years ago?—It is doing less business than it ought to do.

680. Are you not doing a far larger business?—No; our returns are very much the same as they were five or six years ago.

681. There is a good deal of competition, I suppose?—Not at all.

682. Which is the particular part of this Act which you object to?—"Such bye-laws, rules, orders, or regulations, as they may think necessary or expedient."

683. By the *Committee.*] Which particular portion of the bye-laws do you mean?—The Act does not state any bye-laws.

684. Mr. *Common Serjeant.*] Look at Section Three?—The preamble states loading.

685. Mr. Slater pointed out the last three lines of Clause A; do you object to that?—I object to the whole Bill.

686. From beginning to end?—From beginning to end.

687. I understand that you have been fined by the Court of Aldermen?—Yes.

688. More than once?—More than once.

689. Have the Court of Aldermen ever been able to open St. Swithin's Lane to the public?—No.

690. Then they have not persecuted you enough to get your waggons away from St. Swithin's-lane?—To clear St. Swithin's-lane would be in effect to ruin Messrs. Travers and Son.

691. It is called Travers'-street, is it not?—I am not aware of that.

692. Supposing it is only opened an hour and a half, from eight to six, do you think it is reasonable that there should be some regulation to alter it?—I think the only remedy—

693. We will come to that afterwards; I ask now, is it reasonable to have some remedy?—There is only one.

694. Is it reasonable, in your opinion, to have any remedy at all, or ought it to be left as it is now?—It depends upon what is the nature of the remedy that you apply.

695. Do you think the present state of things should continue?—I should be very glad to make it twice or three times as wide as it is.

696. We might pull down Baron Rothschild's house, for instance?—No, that would not be necessary.

Re-examined by Mr. *Hope Scott.*

697. If I understand you rightly, whether you were in St. Swithin's-lane or not, it would not become a thoroughfare, because it is so narrow, with a bend in it; so that no one would trust himself at one end with the chance of not being able to get out at the other?—I think so.

698. You think loading and unloading in St. Swithin's-lane is preferable to obstructing Cannon-street?—Yes.

699. Where you would have to load and unload across the foot-pavement?—Yes.

700. And also obstruct other vehicles which go down Cannon-street, because it is wider?—Yes.

701. Did I understand you to say that the business you gave up was a retail business?—No; there are a great many classes of businesses in the country.

702. It was a small business, a comparatively retail business?—Yes.

703. But like small fish, sweet?—Yes; the smaller goods bear a larger profit.

704. And you find yourselves obliged to give that up?—Yes; absolutely forced.

705. You gave it up from the impediments in the streets to the transacting of your business?—Yes; we found (some people call Cannon-street a wide street, but I do not) that we blocked the streets up, and then we were always in danger in consequence.

706. And you curtail that kind of business which involved a great number of carts to and from your place?—Yes.

707. And if your dock trade were now to be affected by regulations, forbidding carriers from going through the streets between ten and four, it would be fatal to your business?—Yes, and to every body else's business.

708. You already begin at six in the morning, in order to complete quickly the business early?—Yes.

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709. And those six or seven houses that you have there are so constructed with rooms and warehouses that every inch of room is occupied?—It is all occupied.

710. How many clerks have you?—Fifty or sixty.

711. Constantly occupied?—Constantly occupied; and perhaps 60 or 70 porters working besides.

712. Your premises have been there for upwards of 100 years?—One hundred and fifty years.

713. It is now suggested that you should pull down your premises?—Yes, or go elsewhere.

714. And you do not think that reasonable?—I think it rather hard.

715. You think it would be more reasonable that the public body charged with the improvement of our streets should widen them?—Yes; I would be content to pay a very heavy tax indeed towards any new street.

716. Do you happen to know where the proposed new railway station is to be?—Yes.

717. In Cannon-street?—In Cannon-street.

718. From that proposed station I suppose some new street would be required up to the Mansion House and the Bank?—I believe there is a new street in contemplation, even if it is not already arranged.

719. At all events, that is a thing which must take place one of these days if a railway station is there?—Yes.

720. You would be quite prepared to pay handsomely, in the way of rates, if they make the new street?—Decidedly.

721. But you think you ought not to be called upon to turn your premises into a street or courtyard?—I do not.

722. By the *Committee.*] Is not there a church opposite your warehouse?—Only the corner.

723. You could not widen the street without pulling down the church or your warehouse?—Just so.

724. You stated that your business was carried on a hundred years ago?—More than that.

725. It was not so large in those days as it is now?—In returns, do you mean?

726. I mean in extent of business?—I imagine not; but still it was a large business. One of the partners of the firm, William Smith, was the Member for Norwich.

727. But the street was large enough for your business in those days?—Our premises were smaller. We have added to them in order to give us certain rights.

728. But they were considered sufficient for your business in those days, I suppose?—I cannot say what was the case then.

729. But you say they are not sufficient now, and that you have been obliged to give up a peculiar portion of your business because the premises were not sufficient for carrying it on?—I gave up a portion of my business because we found that that business was interfered with by the passenger traffic.

730. That is to say the premises were so situated that you could not carry it on without injuring the public?—Exactly.

731. Would not that suggest that you might find another situation for carrying on your business?—I think it would be very hard to turn me out; because it is the most convenient, not only for myself, but for all my customers, that the business should be where it is.

732. But if your business is injurious to the public, either you must still more diminish your business, or get other premises for carrying it on?—If my business were injurious to the public, I should say, "Get rid of me altogether," but I consider that the interest of the public, and the interest of each portion of the public are identical. The only way to remedy that evil is to make the streets wider.

733. But you cannot make St. Swithin's-lane wider?—But it is the first time that I have heard that St. Swithin's-lane is necessary to the traffic of the City.

734. It is a public thoroughfare, is it not?—It is a very long and unknown thoroughfare. There are many streets close by in the same direction that would fulfil all the purposes of a thoroughfare.

735. But the public have a right to go wherever there is a thoroughfare, and if

if this street is stopped up eight hours a day, there would be an injury to the public?—The public do not petition to preserve St. Swithin's-lane, and there are not many people that go down it.

736. But if one inhabitant wishes to go down, and cannot go down, he is thereby injured?—I suppose that that would be the case with every narrow line or twiten, as we used to call them, all over London.

737. Messrs. Rothschild's offices are in that lane, are they not?—In New Court.

738. If you obstruct the entire street, people who come to Baron Rothschild's offices must go to the other end, must they not?—I have never heard of his complaining.

739. But there is a yard inside his place, is there not?—Yes.

740. Practically, people cannot come through St. Swithin's-lane for many hours in the day, because the vans are at your warehouse?—No doubt.

741. Are there any other grounds on which you object to the Bill besides what you have stated?—I think there are larger grounds of objection. The principle of the bill is this: that there should be extraordinary and larger powers given to the Court of Aldermen. Now, it is a very strange fact, that in 1837 the City of London was exempted from the municipal Reform Act on the ground that it had a Common Council; in these words, that "It excused itself for having left untouched" the Corporation of the City of London, on the plea that "the powers possessed by the Court of Common Council enable the Corporation, if so disposed, to apply remedies to its principal defect." And they add significantly that, "the circumstance that the remedy is within the reach of the Corporation, the defect gives a peculiar character to the continuance of," that is in 1836 or 1837, distinctly pointing to the existence of the Court of Aldermen as a great evil in the Corporation of the city in 1853. Sir George Cornewall Lewis, and Mr. Labouchere and Mr. Patterson were sent to inquire into the state of things, and they say again, "Abolish the Court of Aldermen," and it seems to me that, after those two strong reports saying, Abolish the Court of Aldermen, it is a very unheard of thing to permit this Act to pass, giving this Court of Aldermen fresh and larger powers than ever.

742. Your objection is, that the Bill would confer large powers on the Court of Aldermen, which ought to be abolished altogether?—We have the authority of such men as Sir George Cornewall Lewis for that.

743. You refer to a new street which was going to be made?—Yes; I understood that the purposes of this Bill would be effected by the new street, which was proposed by the Metropolitan Board of Works, and which was opposed by the Corporation, I believe. This street would come from Blackfriars Bridge up to the Mansion House, and the moment that is done, all this talk about overcrowded traffic will cease.

744. What view do the Court of Aldermen take of this new street?—I only have it from hearsay, but I hear that they opposed it.

745. You think that this new street would supersede the necessity for this Act?—I think it would set the traffic of the City free, because the traffic is not so much checked in other parts of the metropolis; it is only the city.

746. Have you any other complaint to make against this Bill?—I should have been glad if I had seen in the Bill any recommendation to reform any great abuses of their own. For instance, the Lord Mayor's pageant, which shuts up business till two o'clock for one day in the year.

747. Then you would make this an omnibus bill, which should go into several other matters?—No; I wish the Bill put an end to altogether. This traffic is not an intolerable evil after all; traffic is a great blessing.

748. But you object to the Bill *in toto*?—Altogether I think it is wrong in principle.

[Adjourned to To-morrow, at Twelve o'clock.

Jovis, 9° *die Julii*, 1863.

H. J. BAILLIE, Esq., in the Chair.

George Moore, Esq., sworn; and Examined by Mr. *Round*.

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749. YOU carry on business in a large wholesale way in the City of London, I believe?—Yes.

750. Have you done so for upwards of 30 years?—Yes.

751. Where is your business carried on?—Part of our premises abut into Bow Church-yard.

752. And where is the other?—Bread-street.

753. What is the course of your business with regard to the delivery of merchandise to you in Bread-street from Manchester, and other large markets?—We receive all our goods in Bow Church-yard; but we send all our shipping goods from Bread-street; we do a large shipping trade.

754. Bow Church-yard would almost represent, on a large scale, a court-yard?—Yes.

755. There is no way out of it, except leading into Cheapside, is there?—Just so.

756. And it is at Bread-street that you do all that business which is connected with the docks?—Yes.

757. The course of your business is this; you have the goods delivered to you in Bow Church-yard in the first instance, and then they go out from you to the docks from Bread-street?—Yes.

758. What are the dock hours within which you are required to deliver the goods?—From eight o'clock in the morning to four o'clock in the afternoon; not later than four o'clock.

759. Those are all the working hours?—Yes.

760. What is the earliest time at which you receive those goods in Bow Church-yard?—About up to ten o'clock in the morning, the bulk of them; but if a train is late, of course they must be delivered afterwards.

761. You have no absolute certainty as to the time when the goods will come in?—Not entirely so.

762. The Scotch goods come in at one period, and the Manchester goods at another period, I suppose?—The bulk arrive in the morning, and they are delivered to us before ten o'clock.

763. Except in certain instances, you have those goods delivered by about ten o'clock?—Yes.

764. And you have to sort them then?—Yes.

765. You send them out according to your orders received?—Yes.

766. The sorting would take about how long?—It depends on the quantity; we are sorting nearly all the day; we have goods arriving all day, in fact.

767. In the conduct of your business, do you find it impossible to confine within a very limited period the sending of all the goods which you have to send to the docks?—It is quite impossible; it frequently occurs that we receive a telegraphic despatch at two o'clock to send goods off that day, and if we could not get them into the docks, we should lose the sale of the goods, and our customer would be inconvenienced.

768. You get those orders at the last moment, and if the goods are to go to Calcutta, for instance, they must be sent off at once?—Yes, of course.

769. If not, the consignee would lose the market, and great inconvenience would happen?—Yes, great inconvenience, and we should lose his custom.

770. How would those goods go, would they go by carts or by vans of your own?—By vans of our own, principally.

771. And they are so constructed, I believe, as to carry the largest number of goods

goods possible, consistent with ordinary width of wheel, and so on?—Yes; they are very large waggons.

772. It would be for your own interests, obviously, to have them so?—Yes.

773. What is your frontage in Bread-street?—I should think it is about nearly twice the length of this room.

774. Have you, from time to time, added to your premises there?—We have very considerably.

775. How many houses would this frontage of yours in Bread-street extend over now, taking the whole of your premises?—We have got about 25 houses into one; 25 different rooms; we have taken the premises all round us, and they now abut into Watling-street, and almost into Bread-street.

776. They are connected together?—Yes, all connected together.

777. And being all connected together, they represent in the aggregate something like 25 houses?—Yes; 25 very small places.

778. Have those additions been made by you, from time to time, to suit the exigencies of your trade?—Yes, entirely.

779. And I believe that your trade is increasing year by year?—Yes.

780. What is the amount of capital that you have invested in buildings there?—I should not like to say.

Mr. *Recorder* stated that he would admit that the amount of capital which the witness's firm had invested in their premises was immense.

781. Mr. *Round.*] Assuming that under the powers of this Bill the route for waggons and vans was prescribed within certain hours, could you conduct the business which falls to your share?—From the evidence I have already given, you will see that we could not send our goods out when ordered, and we should sustain a material loss if we had to keep them over till the following day; they might be repudiated.

782. The market would be lost?—Yes.

783. In the conduct of your business, you have but one interest, namely, to get those things out of the way as soon as possible?—That is the secret of a business like ours.

784. The orders you give to your own people are to let the goods remain as short a time as possible, and, in fact, to get them out of the way?—Yes.

785. And therefore you have to make no stoppage when you once start, but go straight to the destination?—Yes; just so.

786. And they would get along as soon as other things which are in their way would permit them to do, I suppose?—Yes.

787. Manchester is the great producing place; Manchester, Nottingham, and so on?—We have a large manufactory at Nottingham, where the shipping orders are got up.

788. And they have to be consumed virtually by the retail trade; you want to bring Nottingham in connexion with the retail tradesmen?—No; we only manufacture there; all the goods come up to our place in London.

789. Nottingham has to come to London?—Yes.

790. And the article has to go to its ultimate destination after reaching London?—Yes; but the only houses we receive goods from are Manchester, Glasgow, and Nottingham, where we manufacture.

791. Taking all those three places, is it absolutely necessary that the articles should first come to London?—It is.

792. There is no direct communication between Nottingham and the consumers?—No.

793. You represent the middle-man?—No. We get the goods up ourselves; we have a large manufactory in Nottingham.

794. But you are the channel through which Nottingham goods find their way to the retail traders?—Yes.

795. So that the existence of the retail trade must necessarily be subordinate to the wholesale trade?—Yes, it is.

796. The retail trade cannot get supplied direct from Nottingham?—Just so.

797. And to that extent it is subordinate to the wholesale trade?—Yes.

798. And any interference unnecessarily with the wholesale trade necessarily re-acts on the retail trade?—Distinctly; it must be subordinate to that. I spoke

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about the shipping trade; the same rule would apply to the retail trade of the country, because we get telegrams almost every other day to send goods up by certain trains.

799. In fact, the extent of your orders, in the course of the day, is not measured by the extent of the orders you receive by the morning's post?—No, not at all; but the bulk comes by the morning's post.

800. Supposing some circumstances over which you had no control, such as a large fire, and supposing you were driven away, and had to find other premises, could you find them?—Indeed, we could not. I should not think we could find premises a quarter of the size.

801. You find, practically, not only that every inch of the ground is valuable, but the trade has grown to such an extent that all the available sites are occupied?—Decidedly.

802. Has it been your fate to be summoned, as well as other people, from time to time, for constantly blocking up the street?—I do not know that; I leave that to a subordinate. I do not know that we have, and I do not know that we have not.

803. You fear that the provisions under this Bill may be such as seriously to interfere with the conduct of your business?—I think it would be suicidal.

804. And anything which affects you must necessarily re-act on the public?—Yes, upon all who receive goods of a similar character.

805. How many travellers have you attached to your establishment?—I do not know. We have 17 branch houses, I think, and perhaps we have got about 25 travellers; perhaps more.

806. And each of them goes over a very large district?—Yes.

807. Your staff in London is what?—We dine between 500 and 600 every day.

808. And with regard to the contribution which you make yourself in respect of this property to the rates of the City of London, that must be very large, I suppose?—Very large. I should not think there is any house in the city which pays more rates than we do. The extent of our premises is perhaps larger.

809. Measured by some hundreds, would it be?—Indeed it would be, I expect.

810. In your judgment, if some of the old houses which are found at the mouth of those streets had been bought by the corporation, and if that, what may be termed the neck of a bottle, had been widened, would not that have very materially facilitated the passage of the traffic through the streets?—It would be the very thing that is required, I should think myself. I have a very good opinion of the corporation, and the management of it, and I think they do the best they can; if they would only break the necks of those bottles (*showing a plan to the Committee*), it would facilitate the traffic very considerably.

811. In parts those streets are wide enough, but at the actual place where they debouch into the large thoroughfares only one waggon can pass?—Yes; that is where considerable delays occur; it often occurs that they cannot get through the neck of the bottle, and they block up Cheapside. I hope the corporation have an eye to that, and that they will buy up the houses as they fall in; but, of course, they cannot do impossibilities.

812. You do not come here with any animus against the corporation?—The corporation have wished to push honours upon me, and I ought to be grateful to them; they appointed me sheriff of London, and I paid the fine of 500 *l.*

813. The honours were by no means confined to a seat among the aldermen?—I could have aspired to that dignity on two occasions.

814. If you had liked you might have raised your voice against this Bill in the House itself, instead of raising your voice in this Committee?—I might have represented the city, I believe, though it may be egotistic to say so.

Cross-examined by Mr. *Recorder*.

815. The fines for not accepting office go to a school, do they not?—They go to the best possible institution in London, the Orphan Asylum. I never begrudged that 500 *l.*

816. You say you think that if this Bill were passed it might be suicidal?—It is rather a strong term; but if you had gone to as much expense as we had, you would not like to be impeded in your business.

817. You mean, that the powers might be exercised in a way injurious to your

your trade?—Yes, they might; if some policeman got hold of our waggon and stopped it on the way to the docks, we might lose an order.

818. Have you had any complaint of any obstruction which you offered to the city?—There was a great deal of complaint before we bought the remainder of the houses in Bow Churchyard, because we had neighbours who raised complaints; and, I believe, justly.

819. Then you bought the adjoining houses, so as to get the whole of Bow Churchyard?—Nearly all.

820. So as not to interfere with the traffic in Bow Churchyard; but in Bread-street you think that might be interfered with?—Yes, very considerably.

821. What is the width of that?—There is room for two carts, when you get past the neck of the bottle.

822. You have never been complained of in Bread-street?—We may or we may not; I am not aware.

823. You do not continue it for eight hours in the day, so as to prevent anybody from passing through?—No; not one hour, I hope; our business is all despatch.

824. Although all your shipping business is done there, your carts do not occupy that space for an hour in the day?—No, not one hour, consecutively; we may have carts there all the time; one cart gets loaded, and then another comes to take its load.

825. But for what time between eight and six o'clock have you ever occupied?—In the very busy shipping season, three or four hours, perhaps, in the day; not at one time.

826. In the course of the day of 10 or 12 hours you may have occupied as much as that?—Perhaps that is the extreme, but still, I think, such a thing might occur.

827. But cannot they pass where your waggon is standing?—I am not quite certain whether the outlet for our goods is in the neck of this bottle or in the space behind; but I rather think it is past that.

828. You say that it is very important to send out the goods as soon as you have an order; but it is also very important that the goods should get to their destination as quickly as possible?—Yes, decidedly.

829. Then, any regulation which facilitated the passage of your waggons to the docks would be beneficial?—Decidedly.

830. Are there not very considerable obstructions now to your waggons, occasionally?—I cannot speak practically. I certainly see that there are obstructions in different parts of the city.

831. And a great deal of that obstruction is created by the traffic accumulating in different parts?—By the traffic accumulating at the necks of those bottles.

832. But is there not a great deal of traffic accumulating at different parts where there are parallel lines which might be taken with almost equal convenience?—I do not see how that could be prevented.

833. Supposing that a portion of the omnibuses were carried along Cannon-street instead of Cheapside, would not that remove a very considerable obstruction?—Yes, a considerable obstruction.

834. And that would be beneficial, would it not?—Yes, decidedly.

835. And without creating an inconvenience to the public?—I cannot understand why they do not go down Cannon-street, a great many of them; I should think that a great many of the carts do.

Re-examined by Mr. *Round*.

836. So far as any prescribed routes for omnibuses which would facilitate the traffic, you would probably be as ready to agree with my learned friend as anybody?—Indeed I should.

837. But what you fear is this, that supposing a certain street be defined as the street along which the omnibuses should go, and that your van should also be in the same street going to the docks, they might have the power to come to you and say that you yourself were making that obstruction?—They could not say that very well if some other obstruction stopped us.

838. And it would be difficult to say which it was?—If anybody's cart blocked us up they would be obstructing us.

839. But you being found standing still would go to swell the aggregate of those vehicles?—We should be the innocent cause.

 840. Still

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840. Still you might possibly under the operation of such bye-laws as those under this Act, be made to answer for that which was no act of your own?—Yes, but I should think if we appealed we should get justice done us.

841. Justice may be done now if you wilfully make an obstruction under the powers of the Police Act; is that not so?—Yes.

842. You are more highly favoured than some others, by reason of this back access to Bow Churchyard?—Yes.

843. Many others have not a place where they are able to get?—It is quite impracticable.

844. Yours is an exceptional case?—Entirely so.

845. We have had the evidence of Mr. Slater from Messrs. Morrison, Dillon, and Company, who are in the same position, but they are also an exceptional case?—Yes, indeed, I do not think there is any other case in the city which gives the same convenience for traffic in that respect; but Bread-street is exposed to the same inconvenience as other places.

846. By the *Committee.*] You have read the Bill and know it thoroughly?—Not very thoroughly.

847. When you say that the Bill will cripple your trade, to what parts of the Bill do you allude?—I allude to the fact of not letting our carts take goods out after we get them into the house; we want to send out goods every hour as we get them ready, and it would be very injurious to everybody concerned if we were impeded in those operations.

848. To what clause in the Bill do you refer; do you refer to Clause 3 A; the first part of the clause only refers to hired carriages; do you refer to that part which relates to obstructions by reason of the nature or extent of the traffic?—Yes.

849. That is what would be injurious to your trade?—Yes, decidedly.

850. You manage a great part of the loading and unloading in Bow Churchyard?—No; we receive goods there, but still we send some goods out from there; we are often obliged to make use of both to get rid of the goods.

851. By giving your attention more to Bow Churchyard, you could do more of your business there, could you not?—Yes; but Bread-street is the place where we get rid of the bulk of our goods.

852. If you will look to clause C, you will see that that clause refers to vehicles, carriages, and waggons laden with particular sorts of goods: poles for scaffolding, and so on, which would not affect your trade?—No, not at all.

853. What you fear is the stringency of the bye-laws to be made under this Act?—Yes; it is a very serious matter, much more so than gentlemen out of business can conceive; if we receive three or four waggons in the morning, our great object is to get them out of the house before night.

854. Your goods are all boxes, are they not?—Boxes and cases.

[The Witness withdrew.

Robert W. Kennard, Esq., a Member of the House, sworn; Examined by Mr. *Round.*

855. YOU are Member for Newport, Isle of Wight?—Yes.

856. And you are in a large way of business in the city?—Yes, in Upper Thames-street.

857. Your premises would abut on Thames-street?—Yes.

858. You have a frontage to the Thames, have you not?—Yes.

859. And at those wharfs on the Thames you receive a large portion of the goods, I suppose?—I receive nine-tenths of my goods there.

860. You are more favourably situated in that respect, than other gentlemen in the same class of business?—Decidedly.

861. You having an access to the river, which is an exceptional case?—Decidedly so.

862. You send all your goods out from Upper Thames-street, by the streets, do you not?—A great portion of them, quite reversing the case, nine-tenths would be delivered from the front; whereas, nine-tenths would be received at the back, on the river.

863. Who attends to that business for you?—Our own servants.

864. Do you employ large carriers as well?—The goods that are sent by land and railways are delivered to us in vans, but they are a very inconsiderable portion of what we receive.

865. Do you send a great many of your goods destined for the country by carriers to the railways, or is your trade confined mostly to supplying retail dealers in London, and the neighbourhood?—It is mostly confined to London and the neighbourhood.

866. You have to keep a large supply of vans and waggons of your own for that purpose, have you not?—Yes, a large supply of vans and waggons.

867. And in many cases the goods are fetched, I suppose?—A very large number of the goods in very small quantities.

868 A small retail tradesman requiring only one or two things, must send his cart to you, or you must send the things in your cart to him?—No doubt, especially in the case of builders frequently requiring materials, almost an instant their carts come down, and they expect to get those materials immediately; girders or beams may be broken suddenly, perhaps.

869. Requiring great despatch?—Requiring great despatch.

870. I suppose this business would be necessarily carried on during the business hours of the day?—So much so that on Tuesday the 7th of this month, which was by no means a busy day, I had the number of waggons and carts that came to the warehouse numbered, and I found that between 8 o'clock and 12, the total in those four hours was 37, which consisted of 22 carts, 7 vans, and 8 trucks; from 12 to 4 there were 38, and from 4 to 6 there were 33; there the waggons were very much less and the trucks very much more. I do not know that there was anything very special in that day.

871. Every one of those waggons representing a supply of certain goods to individual tradesmen?—Yes; July is not a very busy month with us.

872. That is about the average in the summer months?—Rather under the average in the summer months.

873. You have looked into the Bill, have you not?—Yes.

874. To which of the clauses would you object as most hampering your trade?—I do not come here at all to object to the Bill; I think the Bill in many of its clauses, and in its principle is very desirable, and will correct a great deal of the inconvenience that all of us suffer from, the existing crowded state of the streets. The clause that would particularly affect the trade of London, would be the 3rd clause but not so much from what is here said as that it gives to the Court of Aldermen power to make such bye-laws, orders, and regulations, as they may think necessary or expedient. Now they are to be the only judges, and several of us were called together, and we were desirous of having something added to that clause so that the words "reasonable obstruction" should be limited; that they should prove it before any penalty could be adjudged.

875. Without putting the case too strongly, you are aware, having looked at the Bill, that they are to be subject to the authority of the Secretary of State?—Yes, but very often in large matters of trade the Secretary of State may not be *au fait*; an injurious bye-law might get passed. I see it should be published, and so on; but for all that it is a very great power to be given unlimitedly to any body of men.

876. You do, to a certain extent, recognise the inconvenience which arises from the crowding of the streets?—Nobody who passes through the city can be unaware of that.

877. You have no sort of feeling against the Corporation or the Court of Aldermen, in whom those powers will be vested?—On the contrary, I have every possible respect for them.

878. What you would wish to see is, that if these powers are conferred upon them, they should be kept within such reasonable limits as would not unnecessarily interfere with the conduct of your business and your trade?—Yes, that is all that we should require.

879. Do I gather from what you have told me that, unless you had the power of sending your carts out at all times, and in like manner receiving the carts of other people, you would not be able to conduct your business?—Quite impossible.

880. The retail tradespeople and all the public would be deprived of the power of getting their goods?—Yes; and in that case it would operate very much upon the smaller traders of London, who come for small things, and who almost live

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from hand to mouth. My warehouse being a depôt for the works in Scotland they come and fetch exactly what they want at the time that they do want it, and they live by it, and to them it would be ruin if they could not do so.

881. You consider it to be quite as important supplying their wants as supplying the wants of larger people?—It seems so to me.

882. Supposing that you found it impossible, in consequence of any orders or regulations which might be made, to comply with them, and conduct your business there; looking round the City of London, do you believe that it would be possible to find any other premises in which you could conduct your business consistently with a regard to the regulations that might be made under this Act?—I have not the smallest idea where we should go. From the way in which our goods are received, in cargoes and ship loads, we require the Thames; and then we require an easy mode of getting rid of the goods to the consumers.

883. Frontage and room, with access to the principal thoroughfares are essential to you?—Yes, quite so.

884. If driven from Thames-street it is obvious what would be the effect?—Yes; it would be ruinous. In the years 1820 to 1830 the frontage in Thames-street was very narrow, but now it is very much increased; 24 feet, I think, the street is in the carriageway now.

885. The block is not now what it was?—No, there is hardly any block now.

886. Still London is what it is, and has been made what it is by the trade?—No doubt; it is the trade that has made London, and not London the trade. This seems to me to be an attempt for the convenience of the passenger traffic to try to destroy the trade.

887. You think that it is a mistaken attempt to correct an evil which is admitted, but it is correcting it in the wrong way?—Yes, to some extent. I do not mean to say that the object of the Bill is not a very good one; I believe it is; if it does not interfere with conducting the trade, I believe very great advantages would result from the Bill.

888. To that extent you would go with the Corporation, and be happy to act in concert with them?—Yes, but I should like to see some check upon the absolute power that they are to have.

889. You have a very large capital invested in carts and waggons, have you not?—Yes, necessarily.

890. You contribute very largely to the rates yourself?—Yes.

891. Your house would pay how much?—Between 200 *l.* and 300 *l.* a year.

Cross-examined by Mr. *Common Serjeant.*

892. Do you happen to know the members of the Court of Aldermen?—I am not quite sure, but I think they are about 26.

893. Do you happen to know the members, not the number?—A good many of them.

894. Do you know that they are connected very largely with the trade of London?—Many of them are.

895. Do you know that they owe their position to their success in carrying on trade in London?—Most of them.

896. Do you know that very many of them are now largely interested both in the investment of their capital, and the employment of their time, in the trade of London?—Yes.

897. You rather doubt whether the Secretary of State would know the necessities of trade, I think you say?—I find that persons who are the largest in trade very frequently are not the most punctual in attending the courts when many of those questions are decided upon.

898. That is not a very direct answer to my question; I asked if you did not a little doubt whether the Secretary of State would understand the necessities of trade?—I should be very sorry to leave the power in the hands of any one man, or any body of men. I think it is a very great advantage that it has to be controlled by the Secretary of State, but I suppose that the Court of Aldermen would understand the trading better than the Secretary of State; they might, or might not.

899. Do you think that any regulations are necessary to facilitate the traffic of London?—I think that there would be a great benefit derived if there were some greater power given.

900. If

900. If such regulations are to be made, is there anybody to whom you would more willingly entrust them than to a body of gentlemen themselves, largely interested in the trade of London?—Certainly not.

901. Supposing you are looking for a tribunal to exercise such a jurisdiction as this, you would not readily select one unconnected with trade?—No; I think that the selection of the Court of Aldermen is a very good selection.

902. You would not consider it unreasonable to make regulations for preventing obstructions in the streets where there is a liability to obstruction by the thronging of vehicles?—Certainly not.

903. Have you on an average more than 100 vehicles coming to your Thames-street front in the course of the day?—Yes.

904. Now, supposing that instead of having a wide street opposite you as you have —— ?—Not very wide.

905. But it has been widened by the Corporation?—Yes; it is a very fair width.

906. What should you think of an obstruction 100 yards east or west of you, eight or nine hours out of the day, which prevented any access to your warehouse?—Such a case never occurred.

907. You are not in St. Swithin's-lane?—No.

908. But should you think that an unreasonable obstruction?—No doubt it would be a very unreasonable obstruction, if it were eight or nine hours out of the day.

909. Should you think it reasonable that some regulation should be made for the purpose of securing the public convenience in such a case?—Yes; I have said that already.

910. I believe that there never has been any complaint against you for obstructing?—I believe there has.

911. Not on the Thames, I suppose?—No.

912. What was the nature of the complaint; was it an obstruction opposite your own premises?—I cannot say; it was not with myself, but it was with some of the carts that had been staying there a long while. You must bear in mind, that the depth of my premises is 330 feet, and when a cart comes for any particular kind of goods, if the goods have to be fetched those 330 feet, it takes a considerable time to do it; the police generally are periodically very zealous, and they may watch a cart and say, That cart has been there a quarter of an hour; you have been an unreasonable time, and we will have you up.

913. Probably, if you remember the circumstances, you are not disposed to say that the complaint was unreasonable?—I do not know the circumstances; I know that it was a very hard case; I thought it very hard, and I thought it was right for me to pay instead of a poor man.

914. In other words, there were explanations connected with the circumstances, which, in your judgment, made it unreasonable to inflict any fine in that case?—It was very unfair to the poor man.

915. Am I right in supposing that you have a gateway opening into Thames-street, into which you back the carts that are to be laden?—I have two gateways down Bull's Wharf-lane, next to me.

916. Is a great deal of loading conducted there?—Not very much.

917. Do you back into your premises at all?—No, we do not.

918. How many carts and vehicles can pass abreast in front of your premises?—Three; the road is 24 feet wide, and therefore necessarily three vehicles seven feet wide can pass.

919. You say that goods are ordered, and obliged to be delivered almost immediately; is not that less the case with builders' goods than with any almost; do they not know long before what they require, in almost all cases?—Very frequently they do not.

920. Iron columns, and those sort of things, do they not know all about that; they are in the plans, are they not?—Yes; but still very frequently, with regard to pipes more particularly, people find that they are one or two short, so that they are obliged to run down and get them.

921. Do you know that there are three builders in the Court of Aldermen, very large builders?—I dare say there are.

922. You would not be apprehensive that they would concur in making any regulations that would prevent their trade being properly supplied by your house?—No. It is not my affair to look after them; there may not always be builders in the Court.

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Re-examined by Mr. *Hope Scott*.

923. When the cat is away, perhaps the mice would play?—Yes; they will so.

924. If there happened to be one interest preponderating in the Court of Aldermen when the regulations were to be made, possibly that interest might be more considered than the others?—I should think it is very likely.

925. Are you aware that three of the aldermen have signed a petition against the Bill?—I know that some have, but I do not know the number.

926. Is a member of the firm of Gibbons and Co. an alderman?—Yes.

927. And a member of the firm of Warren Hale and Sons is an alderman?—Yes.

928. And of Olden Phillips and Sons also?—Yes. I am surprised they are not more.

929. I think I understood you to say, that such a thing as an obstruction for eight or nine hours does not take place to your knowledge?—I could not conceive it to be possible.

930. What obstructions do take place are obstructions necesssary to a large business, except when it is from some accidental misconduct of a carman or otherwise?—Yes.

931. Whenever there is any unreasonable obstruction, you would have that controlled, would you not?—Yes.

932. But you think that the judgment of the Court of Aldermen is not always correct as to what is reasonable or unreasonable?—That is so.

933. You would leave to a justice to say what is reasonable or unreasonable?—Yes.

934. Upon that footing you would be quite willing to have stringent regulations applied?—Yes.

935. So long as the proper necessities of trade were considered, any excess beyond those necessities you would control by all possible means?—Yes, certainly.

936. You have gateways into your premises, but you do not use them for taking in and out your waggons for loading and unloading; is that so?—Only occasionally; the lane in which those gates are is very narrow; we back the carts into our own premises and load them, and then only one waggon can remain there; whereas my frontage is about 120 feet long, and several carts can stand in length, and different porters may be bringing out goods to load, and for the special things that are brought to my warehouse, that is a matter of very great importance.

937. As a practical man, supposing that the loading and unloading were to take place within the courts in those narrow streets, would there in your opinion be much less obstruction in the streets themselves when those carts had to be taken out and taken in; would they not come at right angles to the traffic and impede the traffic very materially in those narrow streets?—In my neighbourhood I do not think it would operate either one way or the other.

938. In the narrower streets it would?—In the narrower streets when a cart is in the street it is a block; but we back the carts into our own premises, and then the way down to the wharf is not blocked, and when the cart is loaded it is driven up and goes away.

[The Witness withdrew.

Sir *Richard Mayne*, K.C.B., sworn; Examined by Mr. *Hope Scott*.

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939. HAVE you read the Bill which is before the Committee?—Yes.

940. I will ask you generally, do you think that the principle of this measure, having regard particularly to making fixed rules and regulations affecting all kinds of traffic beforehand, is one which can be successfully worked in the traffic of the metropolis, within the city or beyond the boundaries?—I think that fixed regulations to be effective must necessarily be very stringent, and greatly interfere with the general and ordinary traffic.

941. Is it your opinion that strong power judiciously exercised by the police authorities is more likely to be beneficial than prescribing fixed rules?—I think so;

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so; there is, as the Committee are well aware, of course, a power in the respective Acts for the metropolitan police district, and for the City of London, to interfere in cases where there is obstruction, which appears to me to apply to those cases I have heard alluded to in the examination of the two gentlemen who have been just examined. The clause, of course, the Committee are aware, is this: "Every person who shall cause any cart, public carriage, sledge, truck or barrow, with or without horses, to stand longer than may be necessary for loading or unloading, or for taking up or setting down passengers, except hackney carriages," and if anybody keeps a cart standing for seven or eight hours, as I have heard suggested here, the offence must necessarily, I should say, be committed against that provision of the law.

942. Do you conceive, as a police magistrate yourself, that the ascertainment of what is reasonable or unreasonable is a matter of such extreme difficulty?—I do not see how it can be. I find no difficulty, even in the crowded streets, in the metropolitan district, and there are some parts just as much crowded as any parts of the city, at all events with one or two exceptions. I do not find any difficulty in removing any obstruction, and having once caused any party to be fined the obstruction has not been repeated.

943. So that you find your powers under the Police Act sufficient for all ordinary cases of obstruction?—Yes, by carriages.

944. I suppose that very few parts of the city exhibit more block probably than Old Bond-street at particular hours of the day?—Certainly; and the neighbourhood of the Houses of Parliament, the upper part of the Strand, across London Bridge into the Borough, up into Whitechapel, and various other parts; it is a great mistake to suppose that all the streets out of London are free and open for persons to drive along or stop at a place without causing obstruction.

945. The way in which you work then is under the clause to which you have referred in your own Act?—Yes; there is a similar clause in the Metropolitan Police Act; in fact, this is copied, as I believe all those clauses are copied, from the Metropolitan Police Act. It was an Act passed in the same year, the 2d & 3d Vict. c. 47. They are all clauses similar to these, and amongst them is that one which I have read.

946. Have you a clause similar to the 22d clause of the City Police Act?—Yes, exactly word for word; except that I make regulations subject to the approbation of the Secretary of State, whereas the Commissioner of the City Police makes them with the consent of the Lord Mayor and the Court of Aldermen; the works otherwise are just the same.

947. What is your definition about the principal places for the obstruction of thoroughfares that have to be considered; the clause in the City Act runs, "For preventing any obstruction of the thoroughfares in the immediate neighbourhood of the Mansion House and Guildhall of the said City, the Royal Exchange, the Bank of England, the General Post Office, and other places of public resort within the said City and Liberties;" do you remember what you have in your Act?—I have not the Act here, but the words are, the Houses of Parliament, the palaces and courts of justice, instead of being, as it is here, the Guildhall; but the other words are so extensive that they really, I think, make the preceding no restriction, for the words which follow are, "And other places of public resort;" I suppose that would include every place, and also, "In any case when the city streets or thoroughfares within the said city and liberties may be thronged, or may be liable to be obstructed," these words are so large that I have never found any difficulty in applying them; as, for instance, during the time of the Exhibition, and on other public occasions, I have always found the clause sufficient, and the magistrates have upheld that view by convicting persons who infringed any regulations laid down by me for those purposes.

948. Supposing you had jurisdiction in the city, should you be prepared to undertake the responsibility of the whole city under that clause?—I think so.

949. You say that the magistrates have upheld your views upon that subject outside the city?—Yes, they have; as, for instance, at Hyde-park Corner, lately, in Pall Mall, up near the Marble Arch, and in different parts where it has been found necessary; for instance, at the top of Regent-street and Oxford-street, where now from the erections for the sewers, there is an obstruction caused, I made a regulation there which will only be continued so long as those erections are kept there which necessarily cause obstruction.

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950. In what way do you make your regulations; are they by directions to the police?—I always print and publish them.

951. And then those regulations remain in force during the emergency?—Yes, they remain in force during the emergency; and also in cases where they apply specially to omnibuses or public carriages, I send a little printed notice to every proprietor of omnibuses or cabs throughout the town.

952. With regard to omnibuses, you can tell us that which has been alluded to by more than one witness; they take out licenses, do they not?—Yes, they take out licenses from the Board of Inland Revenue.

953. Do those licenses prescribe the course in which the omnibus is to run?—Not now; they may do, but the practice for some years past has merely been to give the limit, and to provide that they do not go greater distances; they do not prescribe through what streets they should go.

954. The old plan was to bind them to particular streets, was it not?—Yes, they mentioned the streets, I believe.

955. This is the form of license, "26th October 1862. For the purpose of conveying passengers for hire between World's End, King's Road, Chelsea, and Salmon and Ball, Bethnal Green, by the following line of route, that is to say: Piccadilly, the Strand, Cheapside, and Bishopsgate-street"?—That is not prescribing those routes; is not it prescribing the places of stopping?

956. No; it says "By the following route or line of road"?—I merely grant a certificate of the fitness of the carriages, and then the Board of Inland Revenue prescribe the route.

957. As a matter of fact, do the present Board of Inland Revenue prescribe the route?—I see they do in that case and in some others, but in some, where I have applied to them, they do not.

958. Would it be in the power of the Board of Inland Revenue to prescribe the route of an omnibus at their discretion?—I believe so; I am not sure that they have that power; I know that they do not exercise it generally.

959. That will lead me to the next point, which I am going to ask you some questions about; what is your opinion, generally speaking, about prescribing to omnibuses, already engaged in business, a change of their route?—I think it is a very objectionable principle and unnecessary, and interfering greatly with the rights of the passengers who want to go to places; if there is a regulation that omnibuses shall not pass those places, of course it prevents them getting there by omnibus; it is still stronger, as it appears to me, in this proposed clause, as applicable to cabs, regulating the routes to be observed, the particular streets, or portions of streets, to be used by omnibuses, carts, cabs, and other public or hackney carriages.

960. Mr. *Recorder*.] When empty?—No, at all times.

961. Mr. *Hope Scott*.] "To be used by all or any of the omnibuses, coaches, cabs, and other public or hackney carriages"?—It would seem that if any gentleman wished to go to Cheapside he would be met at St. Paul's, on west, by the regulation he must not go there; no cab is to be allowed to pass. There is a general clause following, which seems to give absolute power without restriction of any kind; "and for preventing obstructions in such streets in any case where the same may be thronged or liable to be obstructed by reason of the amount or nature of the traffic."

962. That would enable you, would it not, to prohibit the passage of any particular kind of conveyances at any time in any particular streets?—It certainly would do so; I see no limitation whatsoever.

963. There is no question of reasonableness or unreasonableness, but a simple question of apprehension of thronging or possible obstruction. Omnibuses go not according to any fancy of the proprietors or the owners, but where they may get the most custom by setting down or taking up passengers; that I take it is the reason for their going up Cheapside rather than in the wider streets at the side, because people do not want to get up or down there, and prohibiting them going there is prohibiting them from carrying on their trade?—It would be interfering, I should think, with the public right to use public carriages; it is still stronger, as it appears to me, as prohibiting the use of cabs; what first called my attention to it was that any such regulation does not apply to persons resident within the city; they can take care of themselves, I suppose, through their Court of Aldermen.

964. The demarcation between the city and the rest of the world is almost an

an imaginary one?—Yes; I am sure the public do not know it; I very often have a difficulty in ascertaining it; but the public certainly do not know, for instance, the particular point at Holborn where the city begins; I believe Temple Bar is the only place where there is any possible line, or boundary of demarcation, or point.

965. Within this unseen line this Act is to take effect?—Yes.

966. What will the effect of it be upon those who are outside that line?—Of course it prevents them reaching their point of destination, either within the city or beyond the city, because it is to be remembered that people often talk of the West End as if that was the metropolitan district or the metropolis; the city is a very small portion of the metropolis, surrounded on every part by the district called the Metropolitan District.

967. Let us assume for a moment the principle of regulation of the prescribed route; in order that this shouldoper ate effectually in favour of the public, as it is intended to do, would it be necessary to extend it over the metropolitan the area?—Whatever is reasonable, and ought to be given to a man living within city, certainly ought to be given to a man, in my opinion, without it. It seems to me to be contrary to all principles of legislation, if one may use such a word, that a very small section, which, in fact, the city is of the metropolis, should have the power, in effect, of regulating the transit of traffic throughout the whole of the metropolis, in a very great degree, which it must necessarily do.

968. Either their regulations must be disregarded outside the boundary, and disappointment ensue when you reach the boundary, or else their regulations must, in fact, prescribe the routes of traffic beyond their own jurisdiction?—Certainly; it, in some degree, operates so now. Upon occasions, for instance, like the Lord Mayor's entertainments, and so on, Fleet-street and other parts are closed at a certain hour. Sometimes we know nothing of it, and the ordinary traffic goes up to Temple Bar, or wherever the boundary is, and is there stopped by the city police. The inconvenience of that is not so great as it might be, because that is only a rare occurrence; but, if it were to be every day, it would amount to a most serious inconvenience to the public.

969. You would require, probably a much larger staff of policemen to prevent obstructions caused by the regulations of the city?—It would very seriously affect the traffic outside the city.

970. It would drive the traffic back to Charing Cross on the Strand?—Yes. Take for instance, London Bridge; the traffic is just as great in a narrow street just immediately on the Borough side of London Bridge as on the other side, and if there is a regulation of any sort made on the city side which is not made on the other, it would necessarily cause an obstruction and great inconvenience in the crowded street on the other side of the bridge.

271. If I mistake not, in your opinion, the growing remedy for the only traffic of London is the enlargement and the straightening of the communications?—I think it is a delusion to suppose that it can be effected in any other way. As an instance of what may be done, take the lower end of the Strand. I remember when there were continually great obstructions caused near Northumberland House, and down into Charing-cross, but a new street was made called Duncannon-street, across Trafalgar-square, and now that is wholly relieved of obstruction, and every omnibus and every other sort of carriage which does not require to pass down into Charing-cross, or to stop at some of the houses along that line, go along by Duncannon-street and Trafalgar-square. Again, take the east end of Oxford-street; there used to be great obstructions constantly there in the narrow part of Holborn, which was called High Holborn, but since the opening of Oxford-street, East, or New Oxford-street, there again the traffic now passes without obstruction.

972. We knew, of course, that the Thames embankment roadway has been mainly designed for the relief of traffic going towards the city?—Yes.

973. And we know also that Parliament has sanctioned the extension of the roadway up to the Bank?—Yes, I was examined upon that; it was quite obvious to me that that new street must be of very great advantage; it would to a great extent, I believe, relieve the public from the inconveniences which are known to us all from the crowded state of the Poultry, Ludgate-hill, and such parts.

974. We know also that of late, railways have been in course of construction;

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one, for instance, which will give a passenger communication between Charing-cross and Cannon-street?—Yes.

975. In your opinion, will that affect the traffic of the city materially?—Yes, I should think very materially.

976. With regard to the communications round London, as for instance the West London Extension, and the Junction of the Metropolitan Railway with the London, Chatham, and Dover, all these are obviating the inconveniences as they are deemed, as regards the city traffic?—Quite so; the Underground Railway, for instance, and the North London Line commucating with the West End, now across the river near Battersea; all those tend greatly to the relief of the crowded streets; that is an effectual and real relief.

977. Those are the only ways of relieving it?—Yes, I believe they will be found to be the only means.

978. At any rate, I think you would hardly set to work to destroy the traffic, in order to clear the streets of London?—That is for other persons to say rather than for me; but I should say certainly not. I have heard two gentlemen here give very strong evidence upon that point.

979. You have within your jurisdiction a good deal of traffic, although not so concentrated (I mean the commercial traffic is not so concentrated) as it is in the City of London?—Yes.

980. What would be the effect, in your opinion, upon that traffic of making rules which, either in the form of preventing loading or unloading, or the passage of loaded waggons and carriages through the streets, should limit it so as to exclude anything of the kind between the hours of 10 in the morning and 4 or 6 in the afternoon?—I think it would be altogether unreasonable; it must necessarily interfere with the hours of business; that seems to me to be quite plain.

Cross-examined by Mr. *Recorder*.

981. You will be glad to hear, probably, that it has never been proposed to prevent the passing of loaded vans through particular streets at particular hours; you said just now that you thought it would be exceedingly unreasonable to prevent the passing of loaded vans through the streets at particular hours?—I do not think I remember saying so. I said between certain hours.

982. You do not suppose that it is proposed by the Bill to prevent the passing of loaded vans?—I was not asked that.

983. Mr. *Hope Scott*.] My question was this, assuming that the regulations for regulating the loading or unloading, or the passage of carts through the streets, should prevent business being carried on between such and such hours, what should you think of that?—Precisely.

984. Mr. *Recorder*.] You do not suppose, do you, that by this Bill it is proposed to prevent the passing of loaded vans through particular streets at particular hours?—It appears to me that there is power given to make such regulations.

985. Under what clause is that given?—"For regulating the several routes to be followed, and the particular streets, or portions of streets, to be used by all or any of the omnibuses, coaches, cabs, and other public or hackney carriages licensed for the conveyance of passengers, or to ply for hire; and for preventing obstructions in such streets in any case where the same be thronged or liable to be obstructed by reason of the amount or nature of the traffic."

986. Is not that exactly what you do yourself on special occasions?—Certainly; but what is done on special occasions would be utterly unreasonable if it were permanent.

987. Do you include as special occasions whenever you anticipate that the streets may be thronged by the usual traffic?—No; I mean on special occasions.

988. When you think it necessary?—When the circumstances render it necessary.

989. Supposing circumstances render it necessary from day to day, would not it then be desirable that that should be done?—I cannot conceive such a state of things; such a regulation is not made by me above, I suppose, once or twice a year.

990. But whenever you think it necessary, you do so?—Which can only be on very rare occasions.

991. Undoubtedly

991. Undoubtedly, where you have had control, it would not; but I understand you to say that any power that is given for regulating the traffic of all London ought to be placed in the hands of the Commissioners of Police?—I have not said so.

992. What you said first of all was, that it ought to be left to the police, and not to the magistrates of London?—Did I say that? I do not remember it; I do not think that I said that.

993. Mr. *Hope Scott.*] The way I put it was this, Do you think that regulations of a permanent kind would do the same good as a general power in the police, judiciously exercised, through their officers?—That was so.

994. Mr. *Recorder.*] If always judiciously exercised, do you think it would be better in the hands of the police?—No. What I mean, and what was obvious, was with reference to the clause to which I am referring, that the regulations for preventing obstructions, are to be decided upon by the magistrates, and not by the police.

995. Do you think it ought to be by the magistrates, and not by the police?—Yes; as it is now by law.

996. You say that you are perfectly prepared to take the whole management of the City of London, as well as the rest of your duties, on the shortest notice?—I did not say so. I did not hear a word about the shortest notice used.

997. At reasonable notice?—I should be.

998. And very anxious to have it?—Certainly not; far from anxious. I should take it as a very disagreeable duty.

999. You have told us just now that you think it is a perfect delusion to suppose that anything will relieve the traffic of the streets of London, except widening the streets?—I believe so, and I believe it will be found so.

1000. Do you not think that there has been a very great relief afforded to the traffic over London Bridge by certain regulations, without widening the bridge?—I am quite well aware that there has been, by regulating the carriages, and keeping them on their proper sides.

1001. By regulating the traffic?—I do not know any other regulation except that.

1002. Regulating the particular lines that the heavy traffic and the light traffic shall take?—I really do not know what the regulations are.

1003. Are you not aware that great good has been done without widening the bridge?—I am not. I do not know it.

1004. I thought you said just now that some good had been done there?—I do not remember saying so.

1005. Then, you are not aware that there has been any convenience afforded to the traffic by the regulations?—I am not aware what the regulations are; I have heard that the regulations as to keeping the traffic on the proper side have been found convenient.

1006. Not merely to keep the traffic on the proper side, but keeping the light traffic in one place and the heavy traffic in another?—I am not aware at this moment that there is such a regulation.

1007. You have not inquired sufficiently for that purpose?—I have not.

1008. Are you aware whether there is any such regulation on Westminster Bridge?—No, I am not; I know that there is a line there, known as the tramway, but there are no regulations to compel persons to go upon that tramway, nor do I believe there is any power to enforce such regulations.

1009. Do you not know that there were boards up at the two ends directing the way in which the traffic should go?—I know that they were there, and I remonstrated against it, because there was no power to enforce them, and they were taken down.

1010. Do you not think it desirable that the traffic should take particular lines?—I do not see the necessity for it. I have made inquiry of the police about it, and I find that there is no obstruction on Westminster Bridge. I think it is much better to leave people to regulate themselves, excepting in case of necessity, and not to interfere with them.

1011. You think that really nothing can be done by any regulations to facilitate the passage of traffic?—I have not said that, but I say that any attempt to prevent obstructions in narrow streets will be found a delusion.

1012. You said something more than that; you said that it is a mere delusion to suppose that anything will relieve the traffic except widening the streets?—In effect it is that; that is my opinion.

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Re-examined by Mr. *Hope Scott.*

1013. I understood you to be speaking in the sense of giving effectual and certain relief to the traffic?—It is obvious that that was my meaning.

1014. With regard to the interference of the police at particular points, you have said that you can make them interfere effectually already?—Yes.

1015. I suppose it is a very different thing to tell a man that he shall not go along a particular street, and to say that he shall keep on the right side in that street?—I think that would be an intolerable power.

1016. On London Bridge it may be a good thing for the traffic to keep it all moving, according to a particular line; but it would be a very different thing to say to half the traffic, "You must go round by Blackfriars Bridge"?—Just so; and besides that, on London Bridge, as upon Westminster Bridge, there is no occasion for any stoppage upon the bridge, and that circumstance gives facilities for regulation which cannot exist in the streets. I had Westminster Bridge very carefully kept under observation for some time with that view, and I found that the carriages passed backwards and forwards without any obstruction, and there was no occasion for interference. If there had been houses or shops to stop at, then it might have been necessary, and no doubt would have become necessary. I do not mean to say that police regulations, to some extent, may not be subsidiary to preventing obstruction; but to expect to create a facility for a great traffic passing through streets which are insufficient for that traffic, I repeat, appears to me to be an obvious delusion.

1017. By the *Committee.*] Have you made any regulations lately with respect to the passage of cabs in Pall-mall?—Yes.

1018. To prevent them from plying for hire in Pall-mall?—Yes, when they are empty; that is merely enforcing a law which is already in existence.

1019. You can do that under the law as it at present exists?—I think the law applies to that which is in the neighbourhood of any palace, and also in enforcing the law which declares it illegal for cabs to ply for hire anywhere except at the regular standing. I may perhaps be allowed to remark upon this, that there is a clause in the Bill, a part of Clause (B.), "for regulating the mode in which cabs or hackney carriages shall be distinguished when empty, and when actually plying for hire." Of course, there can be no occasion to distinguish them when empty, because that is obvious; but if it is intended, as it would seem to be intended, to allow them to ply for hire, and to denote that they are plying for hire, moving along the streets, that is in direct opposition to the general law, which is, that they shall not ply for hire anywhere, except at a standing regularly appointed.

1020. Then you do not think that that clause in the Bill is necessary for regulating the mode in which cabs or hackney carriages shall be distinguished when empty, and when actually plying for hire; you think that the law as it at present exists will be sufficient to prevent them from plying for hire?—Yes, certainly; but at the same time a section like this would seem to create a power in the Court of Aldermen to allow them to ply for hire. To say that they are to distinguish themselves, putting up a notice, as I have seen in other towns, "On hire," or "Hired," as it might be, would give them the right to ply in the streets at very great public inconvenience.

1021. But if the object of this clause is simply to prevent them from plying for hire, the law, as it at present exists, is quite sufficient for the purpose?—Yes, this is quite unnecessary.

1022. Are you aware that in other towns they have a signal for hired, and for empty cabs?—Yes, I have noticed that. I never was there long enough to inquire whether, in such places, the law is, that it is illegal to ply for hire except upon the standing. In London I know it is so, and therefore any regulation that allowed them to distinguish themselves as plying for hire when they were going along, would be in opposition to the general law.

1023. Does that law extend to the City of London?—Yes, certainly.

1024. I thought you mentioned that it was merely in the neighbourhood of the palaces?—That is under the clause for preventing obstructions, and for making special regulations; because I conceive, and I have said so, with regard to the powers of the city, that the words at the end here, "and in any case where the

streets

streets or thoroughfares within the said city and liberties" (they are the same words within the metropolitan districts) "may be thronged, or may be liable to be obstructed," give full powers. Sir *R. Mayne*, K.C.B. 9 July 1863.

1025. Are those regulations now made in the neighbourhood of the palaces, with regard to traffic?—Not in all, but in that particular case, because it was found to be desirable; within three months I summoned upwards of 100 cabs, for plying there; they went backwards and forwards. I had constant complaints and letters every morning, complaining of them, and it appeared to me that the only way that would effectually prevent this would be to make a regulation to prevent their going there at all when empty. There was a new stand appointed at the Waterloo-place end of Pall Mall, and there has always been a stand in St. James's-street, and there has been a new stand appointed in St. James's-square, so that it gives the public an abundant supply of cabs from the stand, without their travelling along the streets; that regulation merely obliges persons to go to the stands, which is in conformity with the general law upon the subject.

[The Witness withdrew.

Samuel Morley, Esq., sworn; Examined by Mr. *Round*.

S. Morley, Esq.

1026. You are in a very large way of business in the City of London?—I am.

1027. And your premises are in Wood-street?—Yes.

The *Chairman* stated that the Committee were of opinion that no further evidence would be required as to the inconvenience to individuals by the stoppage of their traffic during certain hours of the day.

1028. Mr. *Round* (To the *Witness*). Have you been in the room this morning, and have you heard the evidence Mr. Kennard gave?—A portion of it only.

1029. Did you also hear the evidence that Mr. Moore gave?—A portion of that also.

1030. Do you concur in it?—Generally I do.

1031. Merely drawing a distinction between the different classes of business, but the way in which the business would be conducted will be the same?—Yes, our great fear is as to the prospective effect of this Act, unchecked by the same words which should control the interference with the hours of delivery of goods. We receive a thousand packages, or a thousand packages cross our doors most days, or, at least, many days 800, 900, and 1,000 packages, and if we were to be shut up to given hours, we might find it such an interference with our business as would be very serious indeed. There is a severe competition between London and Manchester, and other northern towns, and if our facilities were to be checked unreasonably, it would be a very serious thing indeed for the trade of London. One point which I wish to press upon the attention of the Committee is, that such words should be inserted as would control, within reasonable limits, the interference with the delivery and sending out of our goods, with the power of appeal against conviction; with that we should be satisfied; we admit a need for the power, but we wish to have it clearly defined.

1032. If I understand you, you admit to a certain extent the evil?—Yes, certainly so.

1033. And you do not object to any reasonable regulations which, to a certain extent, would mitigate it?—Precisely.

1034. But you are apprehensive of too large a power being vested in the Court of Aldermen for the purpose of making regulations, which you know practically would so cripple and interfere with you in this conduct of your business, that practically you would not be able to carry it on?—I have a very strong conviction on that subject.

1035. You are aware that the Bill gives powers to make bye-laws generally, but does not give any instance by which we can guess as to what those bye-laws will be. Yesterday Mr. Deputy Lott came down and gave evidence before the Committee, and I will ask you what you think of his evidence; I am reading now from the shorthand writer's notes: "Speaking without having an opportunity for mature consideration of the matter," he made this suggestion, "I should say after nine o'clock in the morning, or at latest after 10, I would

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restrict any loading or unloading; I would put it at 10 in the morning." Adopting this suggestion as an instance of what they would aim at by their bye-law, does that accord with your notions as to the possibility of conducting your business?—It would absolutely ruin the trade of the City.

1036. Are you prepared to adopt his alternative, which he put when I asked him this question; I said, "Suppose a goods' train from Manchester to Boyd & Co, in Friday-street, and supposing the goods to be an hour late from Manchester, what is to happen if you have an inelastic law?" As to that his answer is, "Let them wait at the station." It is then suggested to him, "And Messrs. Boyd & Co. must go without their goods; that is what you mean, is it not?" And he says, "They had better go without their goods than for the whole city to be inconvenienced." Then it is suggested, "That must be the effect of it?" And he says, "Yes, that must be the effect of it." And again, "And those who depend on Messrs. Boyd for those goods must go without also?" He says, "Possibly"?—Such evidence appears to me to indicate absolute ignorance of the requirements of the trade of London.

Cross-examined by Mr. *Common Serjeant.*

1037. Are you not aware that the body who is to have powers to make regulations under this Bill is the Court of Aldermen, and that Deputy Lott is not a member of that body?—I understand that Deputy Lott to be the Chairman of the Committee who originated this Bill.

1038. Deputy Lott is not an alderman?—I believe not.

1039. In other words, I believe you merely say this: that it would be a very serious interference indeed with the business of gentlemen like yourself who carry on that class of trade, to have the hours of business excluded from the time during which you might load and unload?—I think that houses like ours should be amenable to a certain power in the city; I only wish it to be kept within reasonable limits.

1040. You think that it is necessary to have some regulations to facilitate the traffic of London?—I do think so.

1041. Is not the facilitating of the traffic of immense importance to the trading interests?—Very great.

1042. Are not the trading interests at this moment seriously impeded and injured by the want of facilities for the traffic?—There is frequently great inconvenience.

1043. It is possible that regulations might be made to facilitate the traffic which would be seriously injurious to the trade, but is it not also possible that regulations should be made which, without being injurious to the trade, would facilitate the traffic?—I quite agree with that.

1044. You do not agree with Sir Richard Mayne, that all regulations are absurd?—I have no such idea, certainly.

1045. Mr. Moore told us that the great bulk of his goods were delivered before 10 in the morning, as a rule; can you confirm that?—That is the general rule.

1046. Goods' trains come in early, and you are able to get them early?—I believe there were two waggons delivering goods this morning at our warehouse at 11 o'clock; but that was, I believe, an exceptional case.

1047. Of course, your place of business being in Gresham-street, it would be a great advantage to you if it could be kept more clear than it is?—Yes.

1048. It happens to be very much crowded with railway vans?—Yes. Our fear is as to the future, and to bye-laws which might be made oppressive; and we want some guarantee or security, if you can offer us one, against unfair interference with our free carrying on of our business.

1049. That is to say, you think there might be a want of judgment in making the regulations; it cannot be the object of the Court of Aldermen to injure your trade?—No; but still I should like to be secure against the probable result of a want of judgment.

Re-examined by Mr. *Round.*

1050. Very often the smaller but more active members of a body control the action of the larger members?—It is so.

1051. As

1051. As they have less to do of their own, they have more time to give to the general business, and they will get a thing through which has been a matter which has not received attention and consideration at the hands of those who are more largely interested?—Just so. We do not know who may be the future aldermen, and we should like to have a check upon them. *S. Morley, Esq.* 9 July 1863.

1052. The aldermen being, of course, a fluctuating body?—Yes; quite so.

[The Witness withdrew.

Benjamin Worthy Horne, Esq., sworn; Examined by Mr. *Round*.

1053. You are a partner in the firm of Chaplin & Horne, the large railway carriers?—I am. *B. W. Horne, Esq.*

1054. How long have you been in that business?—Forty years.

1055. Have you seen the railway system grow up?—Yes, from its infancy, for 25 years.

1056. From time to time, of course your business has fallen in and dovetailed with others?—One kind of business has fallen off and the other has arisen.

1057. In the year 1863, it is a very different business from what it was in the years 1843 and 1833?—Yes.

1058. Are your firm the appointed carriers and agents for the principal Railway Companies?—We have the entire business in connexion with the London and North Western, with Messrs. Pickford & Company; that is to say, we deliver and receive and keep accounts, and have the general management in the City of London of the business of the whole of the London and North Western Railway Company.

1059. That, of course, includes all the merchandise coming from Birmingham and Manchester, and other places in the north?—Yes; it includes the delivery and all the transactions, the correspondence, and the etceteras.

1060. Everything connected with the traffic from the moment that it arrives at the Camden-town Station?—We take authority between the Camden-town Station and Haydon-square, in the City of London, with all merchants and traders.

1061. It is not confined to the mere delivery of traffic; it comprises all the merchandise that comes into and goes out of the City of London?—Yes; about 7,000 tons a week ourselves, independently of our neighbours.

1062. Though you have a very large business, you have not the entire monopoly of the business?—No, Messrs. Pickford & Company and ourselves share the business.

1063. What is the number of horses that you have in your business?—At the present moment, for the description of business which is called goods' business, we have 350 in London, and upwards of 100 for parcels delivery.

1064. Have you several large establishments in different parts of the City of London?—We have nine in the City of London alone, and about 15 altogether.

1065. Are they dotted about in various parts, those parts being the most convenient for the purpose of distributing the traffic, and in like manner collecting it?—Yes; the purport of our occupation is to supply horses, men, and carts for the delivery from either the Haydon-square Station or the Camden Station; the Haydon-square Station scarcely interferes with the City of London at all.

1066. I believe a change has taken place altogether in the traffic there?—Yes, decidedly.

1067. Of late years the London and North Western Company have got access to that end of the town by the Haydon-square Station?—Yes, which relieves the City of London materially.

1068. That is at the Minories, is it not?—Yes, at the Minories.

1069. Formerly a vast amount of traffic had to go through the streets to get there?—Yes; that is to say, the traffic which now goes to Haydon-square formerly came direct from Camden Town by horses and wagons.

1070. And, by virtue of your business, are you brought very much in contact with nearly all the large traders in the City of London as well as the railway companies?—Every one.

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1071. You have told me about how many horses you have, what is your stock of carts and waggons?—We have 225 vans and waggons.

1072. As to clause B of section 3 of the Bill, are you aware that there is to be a provision made "for regulating the height and width to which carts, waggons, drays, and other vehicles for the conveyance of goods, wares, and merchandise may be laden, and the breadth between the outsides of the wheels of any such vehicle"?—Yes.

1073. Just one question suggests itself to me on reading that, that would be prescribing an absolutely inelastic figure as to the height and width at which they might be loaded?—Yes; there might not be any reasonable objection to a particular height, because there is a degree of safety in that; but with regard to the breadth, the commerce of the City of London would be very much regulated as to whether we should have more conveyances than we have now, which would be necessary if the breadth is to be much lessened.

1074. Would not the fact of there being heavy and light goods make a difference?—We should not load heavy goods high; that is not the question; it is the width of the vehicle.

1075–6. I presume that your own vans and waggons now are such as you have found to be most convenient?—Within the last five or six years we have very much improved the waggons, and the mode of doing business altogether, and it is in this way: originally we used to have four horses in length, with broad-wheeled waggons (that is to say, moderately-sized wheeled waggons, about 8 feet 6 inches broad), and they brought five tons of goods at one time into the City of London, delivering them to divers houses thus: we should cross the street from one direction to another, and then to another; and we have found it needful to do away with that cumbersome, slow machinery, and to construct out of the 225, 201 vans of such dimensions as will just take what we call two Manchester packs (the Manchester packs come up usually of one size), and also two hampers of hosiery from Derby, and lace from Nottingham, and so on, from Leicester and Belper, from those different places, and they just take the width of the vehicle itself. Therefore the anxiety upon our part with our 201 vehicles is just this: that if we are to be restricted to anything short of a certain width, we shall be obliged to put on more conveyances, which would obstruct the city much more. The point, therefore, is this: we give a measurement of 7 feet for a cart, which is a one-horse conveyance, 7 feet 6 inches for the width of a van, and 8 feet 2 inches for the usual common width of a decent waggon. But then we have waggons of 8 feet 6 inches, and we have waggons of greater dimensions, for moving heavy lumber, such as boilers, girders, and heavy weights. These I am quite willing, so far as my own opinion goes, to leave in the hands of the City of London to control; but we cannot suffer that portion of the business which is the business of the vital part of the City of London for the merchants to be done by a less vehicle than we are now doing it with.

1077. As I understand, it is this, that, except with reference to one thing which you just now supposed, the actual dimensions of your carts, your vans, and your waggons are those which experience has told you are the best suited for your business?—I would rather appeal to the merchants themselves who are in the room; they would tell you that they are exactly adapted to their business.

1078. You have had them in use some years?—Yes.

1079. And they never have been complained of?—Not the recent ones; not the 201.

1080. At the same time that you have found them most convenient for your business, they do not, in fact, occupy much less room than the old ones?—Yes, they do; they only go with two horses instead of four, as we used to have; we have done away with that for this year.

1081. Whatever obstruction a waggon would be, of course would be caused by the horses going one before the other?—Just so.

1082. If by reason of your introducing this newly-constructed van or waggon, finding it to be the most convenient course to have two horses abreast, they of necessity stand over much less room, and therefore cause much less obstruction than the old system?—Yes, considerably; and it does away with the slowness of their movements.

1083. Your object is, of course, to get through the streets as quickly as you can?—

can?—We are scarcely in the streets, I should think, five or ten minutes, with any vehicle, except in peculiar cases.

1084. As I understand you, those two-horse vehicles are the quickest in getting through?—Yes; and, in addition to that, we have for the City of London specially one-horse conveyances for the narrow streets to collect, in order that there should be no detention by the two-horse vans; but they should be taken immediately to our establishment on the other side of Cheapside. We have an establishment at Hambro' wharf, in Thames-street, and then there is the "Swan with Two Necks," in Gresham-street. The principal traffic which goes to the "Swan" goes to the City of London without ever touching anybody's convenience; and if it goes from the Hambro' wharf, it goes up Thames-street, along Bridge-street, up Fleet-street, and through Chancery-lane, and does not touch the city at all, so far as that portion of the traffic is concerned.

1085. You recognise the fact that certain streets are narrow, and you say that for conducting this traffic in those streets you have constructed these carts?—Yes.

1086. And for other streets you have constructed other vehicles?—Yes; but not so much for delivery as for collection.

1087. Confining yourself to the exigencies of the case, and to circumstances which are beyond your control?—Yes; just so.

1088. If this section is passed, do you think that it would give to the Court of Aldermen absolute power to regulate the width between the wheels?—I think I may say that boldly, because we have endeavoured to arrange the width of them, and we have only asked for moderate power, not going beyond that limit; anything less than that would vitally destroy our traffic.

1089. You are referring now to certain negotiations?—Yes; certain negotiations with the city police.

1090. You have suggested to the framers of this measure, or their representatives, that if they would insert a proviso, securing the widths that are now in use, and which your experience has told you are convenient and proper measurements, you would not object to the present clause?—Just so, leaving the clause as it stands, with full powers to the City of London to regulate the traffic.

1091. That suggestion of yours, they refused?—Yes; the clause which I refer to is clause C, on the third page, "for determining the particular streets, and the period of the day and night through which carts, waggons, and so on, may be allowed to pass; our Committee rather assisted that, and they actually recommended them, that they should also name the width there, as being over 8 feet 6 inches; and that they should take that power. They thanked us for it, and I believe they will put it in their Bill.

Mr. *Recorder*.] We will put it in cheerfully.

1092. Mr. *Round*.] So far, then, as the objection to clause C goes, they have met you?—Yes; but it is a very vital objection as to all branches of business that would obstruct the City of London.

1093. With regard to clause B, they would not accede to the suggestion that you made, that the vehicles in actual use should not exceed 7 feet for a cart, 7 feet 6 inches for a van, and 8 feet 2 inches for a waggon?—No, they would not accede to that.

1094. Therefore, if this Bill passes as it is now, the Court of Aldermen would have it in their power, if they thought fit, to call upon you to alter every one of your vehicles?—Yes, of course.

1095. Probably you are of opinion that you are rather a better judge as to what the width of the wheel of a waggon ought to be for the purposes of conducting your own business than they are?—Yes, just so, and we show the reasons why.

1096. No doubt the nature of the trade does compel all those country towns to have a hamper of a certain particular size for their business?—Quite so.

1097. And it is the arbitrary power on the part of the Court of Aldermen that you object to?—Yes, it is the arbitrary power that we object to.

1098. They did not call evidence yesterday to show that those particular carts and those particular vans that you are using were unreasonable?—No. Allow me to say that there is no street where there is a double road but where our vehicles can pass with safety. What we have assented to is a limit of 7 feet for a cart, 7 feet 6 inches for a van, and 8 feet 2 inches for a waggon.

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If you take a double street, you will find that those conveyances can pass through with the greatest possible ease.

1099. Mr. *Recorder.*] Can they pass through Bread-street?—No, not Bread-street. We appropriate 201 vans for that business, but not those big vans; they are outside of that.

1100. Mr. *Round.*] What is the average life of a van or waggon?—Ours cost us a great deal of money, and I should suppose it would be nine or ten years.

1101. I suppose every year you are building some?—I suppose a waggon is very rarely worn out, but has new wheels one year, and a new body the next, and so on.

1102. Like the knife that we have heard of?—Yes, just so.

1103. By the *Committee.*] The provision in the clause, "Provided that no vehicle in use at the time of the passing of the Act shall be required to be altered," would suit your purpose very well, would it not?—No, not at all.

1104. No vehicle of yours would be altered or renewed within seven years, because if you have new wheels one year, and a new body of the cart another year, and so on, the cart remains for ever in use almost?—But you must bear in mind that it is our property, and therefore it is no use a man constructing properly if the Act of Parliament gives them power directly to knock it down again when they think proper.

1105. They cannot alter it as long as the vehicle remains in existence?—Then I say it is a useless clause; at the present time it does not affect us, but then we cannot build another during the period; and when you take 225 conveyances you must expect that perhaps a dozen or so may be renewed; and according to my own evidence 10 years gives 25 new every year; therefore, by the end of seven years, we should not have above one left that would be properly constructed.

1106. Mr. *Round.*] With regard to the hours during which your vans are occupied, I believe you have prepared a tabular return, have you not?—I have taken one week from the 22d to the 27th of June, being very recently, and I find that during that week we brought into the City of London soon after five in the morning.

1107. Some are brought in before five, are they not?—When I say before five in the morning, I may state that I mean this: that we started from Camden Town Station, and we brought into the city 405 conveyances only for the markets; that was for the general trade of the meat and fish markets, and perishable articles, which gives for the time being something like nine an hour or something of that kind, from the early part of the morning up to the time of five o'clock. Sometimes some go off even at four, and some at three, but up to five it is the case that we had 405 conveyances during those six days. Then we had a lapse between five in the morning and six, not knowing what to do with our business, and we only sent out two—that is to say, only 10 in one hour during the whole week, which is not quite two a day, and the reason is obvious. Supposing we were a little behind our time in some surrounding districts for the meat market, it is possible that we should be half an hour later in the market than we usually are; that constitutes two only per day, up to 6 o'clock. After 6 o'clock, we then begin to prepare ourselves for what we call the city merchandize and the general traffic; we then had 87 out in one hour, between 6 and 7, during the week, which gives an average of 14 per hour. The next is between 7 and 8, and we sent out 85, which is another 14 per hour. By that time we shall have got rid of our Scotch and our Nottingham, or a portion of that district, and the Manchester, and other traffic, which comes a long distance, taking, perhaps, two days; that is two per hour. Then, between 8 and 9, we drop off, and we send 60 out—that would consist of the Yorkshire, and a portion of the Nottinghamshire traffic, which gives an average of 10 per hour. Then you will find a material change in our position; we have pretty well got through our real business for the City of London, and we only sent out 29 between 9 and 10; consequently, we only entered the city with five an hour—that is all we had; that is, each day, five for one hour during the week, because we had 29 in six days. Then, after that period, those vehicles are, most of them, backed to Camden Town, having delivered their goods; consequently, those which get into the city between 6 and 7, and 7 and 8, and between 8 and 9, are mostly back at Camden Town by 11 in the morning; and the reason why we are so quickly out of the city (not as those gentlemen would think) is, that we keep three persons to regulate those vans at the different warehouses,

warehouses, to see them sent back again. They traverse the narrow streets and markets, and send them back again; that is their duty, and they do nothing else but keep our men in their position, because if they get back to Camden Town we are able to get another journey out of our horse and man. During the next seven hours, which is between 10 and 5, we only sent out 14 in the day, which is two per hour; that is all we sent into the city for 12 days; 81 for the week; we then add 390, which do not touch the city at all, which do not come near it, which go to the outskirts of London, and to the West End of London; the business is regulated so that I can now not only give you the city business but the West End, and the dock business; what I have been giving hitherto is the Camden Town business.

1108. The result is this: that by 10 o'clock you have broken the neck of it?—Yes; I have told you that we start at those hours; our trains are not in till eight o'clock at Camden Town from Yorkshire, and we cannot get them in before. Therefore, all the cloth from Huddersfield, Leeds, and Bradford, and all that traffic, does not arrive till 8 o'clock, and that is in the city at 10.

1109. It is as I stated, that by 10 o'clock you certainly have broken the neck of it?—Yes; we do not take more than from three quarters of an hour to an hour to the city; after half-past 10 I do not believe we have 20 conveyances in the City of London.

[*The Witness delivered in the following Table:*]

The following Table shows the various Despatches from Camden, from the 22d to 27th June inclusive.

Before 5 a.m.	Between 5 and 6 a.m.	Between 6 and 7 a.m.	Between 7 and 8 a.m.	Between 8 and 9 a.m.	Between 9 & 10 a.m.	Between 10 a.m. and 5 p.m.	Total Number of Loads to all parts.
53	10	87	85	60	29	81	
10							
87	Per hour, 2	Per hour, 14	Per hour, 14	Per hour, 10	Per hour, 5	During the seven hours, 14 per day.	795
85							405
60							
29							390
81							
Total - 405							

1110. You were going to tell me about the Haydon-square business?—At Haydon-square, during the week, we had 501 conveyances out, which is not quite 100 a-day. For the first hour, between six and seven in the morning, although we had the goods there and the vans loaded, we only delivered one per hour; we could not send any more out, because we did not know what to do with the goods; there were no warehouses open to receive them. Then we jump from between six and seven o'clock to between seven and eight; between seven and eight we sent out 99 against six in the week prior; they were all there and all ready to go. We then take the next hour, which is between eight and nine, and we drop down to 57, having broken the bulk of our city deliveries, and after that period, between nine and ten, we only sent out 43, which makes seven per hour; after that period we commence with the docks, which open, I may say, at eight in the morning, and close at four in the afternoon. We sent out 296, which gives 49 per day, which do not go through the city at all, but go to the docks; it is to the interest of the London and North Western Company to send everything to Haydon-square, in order to avoid the city, inasmuch as they have no cartage to pay. It is their railway down to Haydon-square, and we can deliver from there in about a quarter of an hour or 20 minutes to the London Docks and the St. Catherine's Docks, without anybody knowing anything at all about it.

1111. You were in the room yesterday, I suppose?—Yes, all day.

1112. You heard the evidence which a gentleman gave upon our side of the question?—Yes.

1113. And you have been in the room this morning?—Yes.

1114. And you heard Mr. Moore examined?—Yes.

1115. And Mr. Kennard?—Yes.

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1116. And Mr. Morley?—Yes.

1117. Do you confirm their evidence as to the absolute impossibility of conducting the traffic in any other way whatever?—I may say, so far as ourselves are concerned, that is to say, the London and North Western Company, and all other railway companies, it is morally impossible to deliver earlier than is mentioned in the statements which I have given to-day. First, because the goods are not in, and secondly, because the persons are not prepared at an earlier hour to receive them; it is too early an hour.

Mr. *Hope Scott* stated that an understanding had been come to with the promoters of the Bill with regard to the preamble, and with regard to paragraph A in Section 3 of the Bill. That it was arranged that everything should be struck out of the preamble with reference to the loading and unloading of carts, waggons, and other vehicles, so that the preamble would run as follows: "Whereas it is expedient that a better provision should be made for the regulation of omnibuses, cabs, carriages, carts, and other vehicles passing through the streets of the City of London, or the liberties thereof, so as to prevent obstruction, and enable the increasing traffic of the said city to be conducted with less delay and in a safer manner." That paragraph A of Section 3 would run as follows: "For regulating the several routes to be followed and the particular streets or portions of streets to be used by all or any of the omnibuses, coaches, cabs, or other public or hackney carriage licensed for the conveyance of passengers, or to ply for hire, and for preventing unreasonable obstructions in such streets in any case where the same may be thronged, or liable to be obstructed, by reason of the amount or nature of the traffic." That that raised the whole question which had been at issue between the parties as to whether it should be an absolute power, or a power measured by reasonable circumstances.

Mr. *Recorder* stated that he was quite ready to agree to that arrangement.

Cross-examined by Mr. *Recorder*.

1118. What is the greatest width of any of your vans and vehicles?—They measure from 8 feet 2 inches to 8 feet 6 inches, and there are the extreme large things, which we call our trollies, which go about 9 feet. We admit that you shall have power over these.

1119. What is it that you ask that we should be limited to?—That in the City of London we should only deliver with one peculiar conveyance, 7 feet for a cart and 7 feet 6 inches for a van, which is outside the nave of the wheel, that is to say, from the outside of the axletree to the extreme outside at the other end; and that the waggon, which is necessarily used only occasionally (only about five in 200), should be 8 feet 2 inches.

1120. Does not a portion of the waggon come beyond the wheel?—No.

1121. You would therefore limit the body of the waggon, as well as from wheel to wheel?—Yes, we have done away with over-hanging the van.

1122. And not to have any lading beyond that width?—That would be in your hands to guide; we scarcely ever do it. Sometimes, in packing wool, we do it; but you never see it in the city, because the wool all goes from Haydon-square.

1123. You do not object to the limitation as to width?—That I must leave in your hands; we have them so constructed that you can put in two packs of Australian wool, of which we moved last July 7,900 in the space of three weeks; I cannot say that that should not overhang; you may have that power, if you please.

1124. There are some streets which are only 14 feet 6 inches wide?—Then we should not send a 15-feet waggon down there.

1125. Would you object to any provision preventing any vehicle of above 7 feet 2 inches passing through those streets; all we want is to have room for two vehicles to pass in the narrower streets?—I think if you were to prescribe the streets themselves you would always find us ready to do what you want; when I tell you that we had only 20 summonses last year, I think that is a very good proof of it; I cannot answer for other people; all that I am here to do is to do my own business, but there are other persons in the commercial part of the City of London, to the number of 90 people, who have signed our petition.

1126. Do

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1126. Do not you think that it is a reasonable thing that there should be a provision to determine the width of the vehicles in those streets which are made for two vehicles and are not wide enough to admit of the passage of the widest vehicles, you say you would not send your widest vehicles to those streets; do not you think it reasonable that that should be prevented?—We should have to send our 7 feet 2 inch vans, and that would be one of our one-horse conveyances, instead of a two-horse conveyance.

1127. But you would never send them now?—That is a matter which I do not wish to take umbrage to your objecting to.

1128. The 8 feet 2 inch vehicles should not go into those streets which are not wide enough?—It does not matter about them, because we do not take them; but I want you to understand that a 7 foot vehicle is a cart; we have vans also which are certainly of the same width as the carts; but when we have a pair of horses, we necessarily require a wider conveyance. We have been considering, and measuring, and seeing what was suitable, in order that we might meet the City of London in carrying out the object that they have in view.

1129. All we wish for is, that there are a good many streets that have been just widened enough to take your vehicles, and we do not want to allow in those streets one vehicle which will completely stop them up?—We ourselves have an establishment in Wood-street, one part of which is very narrow, and then it widens again; we send only such vehicles down this street as are suitable for the work. We ask you to meet us with regard to the width of our vehicles, and you will find that we shall do our best.

1130. By the *Committee.*] What is the width of Wood-street?—The first part is wide enough for two vehicles; the other, I think, will only admit one.

1131. Is it 15 feet wide?—I should think it is about that; you can only get down with one vehicle; and whether a 7 feet 2 or a 7 feet 6 vehicle goes, it is of no manner of consequence; but when you get to the lower part it is wide enough for anything.

[The Witness withdrew.

Charles Mason, Esq., sworn; Examined by Mr. *Round.*

C. Mason, Esq.

1132. YOU are the Goods Manager, or the Traffic Manager, of the London and North-Western Railway Company?—I am the goods' manager.

1133. You have the entire control of that department?—I have.

1134. Therefore, the traffic going in and out of Camden Town would come under your eye?—Yes, it does.

1135. Confining yourself to that portion of Mr. Horne's evidence where he spoke of the waggons, he explained to the Committee that the width which you have recently introduced in building your new waggons and carts, was just enough to admit two Manchester packs; probably you can confirm that, as to whether it is the most convenient and necessary width, or whether there is anything to spare?—Yes, that is the width fixed upon, after a great deal of careful consideration, with the view of limiting the space occupied within our own premises, as well as in the streets; and the width now fixed upon for a very large proportion of the vehicles in use by Messrs. Chaplin & Horne, and by Messrs. Pickford, is that just capable of taking two Manchester packs, or two hampers of hosiery, or baskets of meat in fact, or a very large amount of the traffic of London, just fits those waggons; the waggons were built for the traffic.

1136. Both of those things are; therefore, they can only go into the space which admits of them; but if it is in any degree too little, they will not go in?—Just so. The result of limiting the width would be the doubling the number of vehicles; we must have two waggons for the same load, or nearly so.

1137. I understand you that you confirm Mr. Holmes's evidence to this extent, that the width which he has spoken of as the result of his experience, is also the result of your experience? the space is just as valuable to you in that way as to him?—Quite so.

1138. By the *Committee.*] What is the width of the vehicle in which you carry two Manchester packs?—Seven feet 6 inches is the outside width; then there is the side of the vehicle, and the interior of the waggon, will not measure 7 feet 6 inches; it is the outside of the box of the wheels.

1139. Does that clear the nave of the wheel?—Yes, it clears everything.

1140. Mr. *Round.*] It would go through an aperture of 7 feet?—Yes.

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1141. By the *Committee.*] I thought Mr. Horne spoke of three widths, 7 feet 2 inches, 7 feet 6 inches, and then a larger one?—Yes; the 7 feet was for a cart, and the 7 feet 6 inches for the general van, which you see going about with two horses, and the 8 feet 2 inches for the waggon; the waggon of 8 feet 2 inches is used for occasional purposes; there are articles which we are called upon to carry, and we must carry them, which we cannot put into the 7 feet 6 inch waggons—large boilers, and bulky objects, which we cannot put into a small vehicle. Perhaps there would be only one in 10 used of a width of 8 feet 2 inches, not more; but they are used occasionally. The waggon which we have in general use measures 7 feet 6 inches from outside to outside.

Cross-examined by Mr. *Recorder.*

1142. Does the 7 feet 6 inch van take your ordinary goods?—Yes, the 7 feet 6 inch one takes the ordinary goods.

1143. It will take two Manchester packs?—Yes, it will.

1144. And the 8 feet 2 inch is only wanted for some occasional purposes?—For only occasional purposes; they are used every day, but for exceptional traffic.

1145. Might not those comparatively few things that are brought in the 8 feet 2 inch waggons be brought in at particular hours, and not at the busiest hours of the day?—No; that would be a very serious inconvenience.

1146. Serious to whom?—To the trade; to every man who wished to have his goods delivered to him.

1147. What are those goods that would have to be brought in these 8 feet 2 inch waggons?—There are cases of packing, and a variety of other things.

1148. Would there be any serious inconvenience in their being brought into the city at prescribed hours?—There would be an inconvenience in this way, that they are so small in number, that if they were all going day by day, you would scarcely distinguish them. The great majority of the vehicles are of a smaller size, and I do not think the others are numerous enough to call for an exception against them; and if you were to say that we should reserve those waggons and all those large parcels, and keep them a day over, it would cause a very serious inconvenience, because they form, for instance, parts of an entire consignment.

1149. If they were brought before 10 in the morning, or after four, would not that do?—If we cannot get the train in by that time, we cannot deliver them.

1150. By whose directions do you come here?—By my employers.

1151. The railway company?—Yes, certainly.

1152. Do you mean that?—Certainly.

1153. They particularly withdrew their opposition upon having the concession made; they said that they had not the slightest objection to the Bill; therefore it is a remarkable breach of faith?—I am quite sure there is no breach of faith; I had a consultation with Mr. Horne and our other agents in the early stages of this Bill, and we asked for certain things, and I believe we got a portion of them.

Re-examined by Mr. *Round.*

1154. You would not use the 8 feet 2 inch waggon when the 7 feet 6 inch one would do as well?—Certainly not.

1155. But there are certain articles which do not admit of being easily packed, which do require the 8 feet 2 inch waggons?—Yes.

1156. By the *Committee.*] How many of those waggons of 8 feet 2 inch are used in the day?—I cannot give you that without looking.

1157. It is not very often you carry boilers, and use those large waggons?—Yes, every day; more or less every day.

1158. Do you use two a day?—Possibly four or five.

1159. Mr. *Recorder.*] How many of them would come into the City?—That I cannot tell you without referring to our books; I dare say there are not more than three or four in use by each agent every day.

Mr. *Horne.*] I stated that we have 201 vans under and not exceeding 7 ft. 6 in., that beyond that we have a few waggons which measure 8 ft. 2 in., and

and then those of the extreme size, which we use for large boilers, amount to about four.

1160. Could you tell us about how many you send out a day of those 8 feet 2 inch waggons?

Mr. *Horne.*] I suppose we have only 14 now for that description of work, and they are for bulky articles, such as hemp, flax, and goods of that character, which we cannot load upon a van with any degree of comfort, to go through the City of London; and therefore we take the wider conveyance. (To Mr.. *Mason.*) What is the length of those waggons?—There is no difference in their length.

1161. What is the general length?—Thirteen or 14 feet.

[The Witness with drew.

The *Chairman* stated, that the Committee was of opinion that the Preamble of the Bill was proved.

The clauses of the Bill were proceeded with.

On Section B of Clause 3.

Mr. *Wymdham Haywood* sworn; Examined by Mr. *Common Sergeant.*

1162. You know all the streets of London; a great many of them are constructed so as to allow two vehicles of ordinary width to pass, but with no room to spare?—I have the charge of the pavement for the city, and all the widenings and alterations are now made under my direction. I should like to be permitted to state the circumstances under which the carriage ways have been laid out in the city, where, it must be admitted at once the streets are not equal to the traffic which has to go through them. In all the comparatively narrow streets of the city, the carriage ways are made wide enough for one or for two vehicles, the object being to give as much room for the foot traffic as was consistent with leaving the street wide enough for carriages to pass. Therefore directly a street is so narrow as to preclude the possibility of two vehicles passing if it was wide enough for one carriage only, the inconvenience being very considerable where a street is only wide enough for one carriage, it has been the custom at some part of the street to make it wide enough for two, but at that spot the foot traffic is nearly always severely inconvenienced, and sometimes it has compelled the Commissioners to leave the footway, upon one side only, and on the other side a mere strip—a mere film of footway. When they were laid out about 22 years ago, 14 feet was considered a very ample width for two carriages, and it was ample until within the last 10 or 12 years; but gradually it was found that there were perpetual obstructions in the streets which were only 14 feet wide, or in those portions of the streets which were only 14 feet wide, by carriages meeting each other, and not being able to pass. Drawing over the footways has produced numerous complaints, and they were widened some 6 inches, or thereabouts. That lasted a few years; but gradually the same complaints arose that there was danger to the pedestrians, who, of course, are exceedingly numerous in the city, more numerous than those who travel in vehicles. Then they were widened still more, until 15 feet became the very least width at which carriage ways could be laid out; but in the present day 15 feet is not near enough, and there are constantly occasions occurring in which those exceptional sized vans are used; for, after all, they are exceptional, although quite sufficiently numerous to create great inconvenience when they happen to get into those narrow streets. Now complaints are repeatedly occurring, in fact, every week almost, of the insufficient width of the carriage ways.

1163. By the *Committee.*] The vans, as I understand you, have been gradually increasing in width?—Yes, for many years past, and it has been requisite gradually to increase the carriage-ways in the streets to which I allude; but the streets being so narrow, the increase of the carriage-ways tends immensely to the inconvenience of the pedestrians, and, indeed, to their danger.

1164. Generally speaking, can you give the Committee an idea of what the

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width of the vans ought to be?—I do not like to pronounce an opinion as to what the requirements of trade are.

1165. In order to pass through those streets, and to enable two carriages to pass?—I have had a very large number of vehicles of all descriptions measured from time to time, not for the purposes of this inquiry, but for my own purpose, as having the charge of the roadways of the city, and I find that, with the exception of Chaplin & Horne's, and Pickfords', there are no vans that I can name of such exceptional width as that a carriage way of 15 feet wide would not enable them to pass through them, not very comfortably possibly, but still to get through them without danger. I have measured broughams, omnibuses, and sugar vans; the sugar vans, for instance, I find, are only 7 feet 1 inch from outside to outside, to what, I believe, is technically called the lag of the wheel, or the extreme overhanging of the wheel. Some years ago I find that Pickfords' averaged 5 feet 9 inches. I find the distillers' drays are only 7 feet from out to out. I find that brewers' drays, the largest I have been able as yet to find, are only 6 feet 7 inches from out to out; tea vans are only 7 feet 4 inches from out to out, the extreme width; and about three years ago I sent one of my assistants to Messrs. Chaplin & Horne's, to ask them to pick out the largest van they had. I was then about to re-arrange the lines of the streets, and the Commissioners, of course, acting in the interest of the public generally in the city, where there are 700,000 probably in the city daily, there is nearly one-fourth of the whole metropolitan population, and the largest number of those persons being on foot in the city, they regarded the pedestrians as a thing very much to be attended to. I was desirous of preventing the annoyance which my inspectors reported to me as occurring through those vans not being able to pass, and I ascertained that Messrs. Pickfords' was 8 feet 9 inches from out to out. I think I am right in stating that they said that they had but two as wide as that. As to the dimensions, I had the fact before me; but as to the number, I am now speaking entirely from memory. However, I found that in the street which I was then dealing with, the name of which I forget at this moment, I was quite unable, without sacrificing the foot passengers entirely, to regulate the width of carriage-way of that street. With regard to this particular point, what I should like to explain to the Committee is, that in the interests of the public generally in the city some restriction should be placed upon those unnatural widths, which are fraught with so much inconvenience to the public generally.

1166. What is the average width of those vans of Messrs. Pickfords and Chaplin & Horne?—I have here one of Pickfords' waggons measured, and the width was 7 feet 6 inches from out to out.

1167. Mr. *Round.*] Those were vans?—Yes; I have called them waggons here, but it is a van, it is a carriage of some description; I find another large one was 7 feet 7 inches wide; I find one, belonging to a man named Farlow, 6 feet 6 inches only; and Younghusband's vans, which then went to the Great Western railway, I think were but 6 feet 6 inches wide; I find "a waggon," which stands upon my notes here as a waggon, which is 7 feet 4 inches wide, but the only one that I could find with an extra width belonged to Messrs. Chaplin & Horne.

1168. Mr. *Common Sergeant.*] What was the width of it?—It was 8 feet 9 inches from out to out. As to Messrs. Pickfords', I did not measure it myself; I believe there is a note of it; I have got here the measure of Pickfords' and Chaplin & Horne's waggons; and again, in another part of my notes, I find "a large cart, or waggon, of Pickfords." Taking a waggon or cart of any description, which measures 8 feet 9 inches from out to out, the wheels would require, I suppose, 16 feet carriage way to allow two of them to pass; and how to find 16 feet, without reducing the footways, I cannot tell. But that is not the only thing; those waggons are constantly loading themselves far beyond the limits of their wheels. The information upon that point came to me in another shape. I have the charge of the public lighting of the city; all the public lamps are put up or taken down under my general direction, and it comes to my knowledge everywhere that a large number of those lamps are carried away and knocked down by the vehicles being so wide that they come up to the very limits of the kerb, and then, being laden beyond the line of the wheels, they carry away the lamps.

Cross-

Cross-examined by Mr. *Round*.

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1169. The inconvenience, of course, is very much greater if a van, whatever may be its width, is loaded beyond the wheels?—Yes.

1170. That, of course, would form the measure of obstruction, and not the actual width between the wheels?—If the wheels were so wide that they of themselves constituted the obstruction, it would form the measure of obstruction.

1171. But if it is loaded outside, in excess of the wheel on each side, that is the measure of obstruction?—Then it aggravates the evil.

[The Witness withdrew.

The *Chairman* was directed to report the Bill, as amended, to The House.

REPORT

FROM THE

SELECT COMMITTEE

ON THE

LONDON (CITY) TRAFFIC REGULATIO BILL [LORDS];

TOGETHER WITH THE

PROCEEDINGS OF THE COMMITTEE,

AND

MINUTES OF EVIDENCE.

Ordered, by The House of Commons, *to be Printed*,
14 *July* 1863.

[*Price* 9*d.*]

440.

Under 12 *oz.*

R E P O R T

FROM THE

SELECT COMMITTEE

ON

NAVY (PROMOTION AND RETIREMENT);

TOGETHER WITH THE

PROCEEDINGS OF THE COMMITTEE,

MINUTES OF EVIDENCE,

APPENDIX AND INDEX.

Ordered, by The House of Commons, *to be Printed,*
24 *July* 1863.

501.

Martis, 24° *die Februarii*, 1863.

Ordered, That a Select Committee be appointed to consider the present system of Promotion and Retirement in the Royal Navy, and to report their opinion thereon to this House.

Lunæ, 2° *die Martii*, 1863.

Committee nominated of—

Mr. Walpole.
Sir Francis Baring.
Sir John Pakington.
Lord Clarence Paget.
Sir John Hay.
Mr. Stansfeld.
Sir James Elphinstone.
Mr. Ayrton.
Sir Henry Willoughby.
Sir Harry Verney.
Sir William Miles.
Mr. Finlay.
Mr. Maguire.
Mr. Dodson.
Mr. Scourfield.

Ordered, That the Committee have power to send for Persons, Papers, and Records.

Ordered, That Five be the Quorum of the Committee.

Veneris, 24° *die Aprilis*, 1863.

Ordered, That Mr. Charles Berkeley be added to the Committee.

Veneris, 24° *die Julii*, 1863.

Ordered, That the Committee have power to Report their Observations, together with the Minutes of Evidence taken before them, to The House.

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REPORT.

THE SELECT COMMITTEE appointed to consider the present System of PROMOTION and RETIREMENT in the ROYAL NAVY, and to report their Opinion thereon to this House;——HAVE considered the Matters to them referred, and have agreed to the following REPORT:—

I. THE system of promotion and retirement in Her Majesty's Navy is regulated to a great extent by various Orders in Council, passed since the peace of 1815. During the war which preceded that peace, large Flag and other promotions were made to meet the exigencies of the service from time to time; and these had increased to so great an extent that in the year 1816, or about a year after the peace was concluded, there were on the Active List, as it would now be called, the following numbers of Flag and other officers: admirals 210, captains 851, commanders 813, lieutenants 4,058. At that time there was no Reserved List, and the Retired List consisted of 32 superannuated admirals, 36 superannuated captains, and 80 lieutenants retired with the rank of commanders. 353–360.

II. The great disproportion of lieutenants to other officers in 1816 was occasioned by giving at once, on the conclusion of the war, lieutenants' commissions to nearly all the mates above two years' standing. More than 1,000 were then made; and this proceeding is justly described by the Duke of Somerset as the most unwise scheme that could have been adopted. The Lieutenants' List, which is the most important of all the lists for regulating the flow of promotion above and below it, was clogged with unnecessary numbers, as a recompense for past services in a subordinate rank. Hence arose most of the difficulties that have since occurred. The flow of promotion was obstructed in its source, and the employment or advancement of so large a body of officers was alike impossible. To remedy these evils the maximum number in the Lieutenants' List was ultimately fixed, in the year 1851, at 1,200; and in the meantime various expedients for retiring officers from that list were adopted, for the purpose of bringing down the list within reasonable limits. In 1838 the number on that list was still as high as 2,879, of whom no less than 1,572 had never served as lieutenants for more than three years, and 530 had not served as such at all: and even so late as 1848, "so great was the clog that the Active List of Lieutenants amounted to as many as 2,300," and the larger portion of those were so advanced in years that Lord Auckland stated, as First Lord of the Admiralty, "that he had not sufficient officers for the service at that time, although it was a "time when there was a very small force afloat." 360, 361. 4590. 2210. 2222. 1371. 1564. 4470. 4518. *See* Report on Naval and Military Inquiry, liii. 4590—4592.

III. From 1816 to 1830 the promotions in the Navy were in no respect limited to a fixed establishment in any of the ranks. They were made at the discretion of the First Lord of the Admiralty, and they varied in each year. But in 1830 a regulation was introduced which restricted the promotions to one-third of the vacancies in the superior rank, so that only one Captain, one Commander, and one Lieutenant could be made for every three casualties or removals *See* Report of the Commissioners on Naval and Military Inquiry, p. iv.

removals in any of those ranks. During the same period, however, general or brevet promotions from time to time took place, and they were not given up until the Order in Council of 1851. Such promotions were necessarily casual, irregular, and uncertain. There was one in the year 1819, another in 362. 606. 1821, and another in 1825; another in 1830 on the accession of William IV.; another in 1837 on the accession of Her Majesty; another in the next year on Her Majesty's coronation. Five years afterwards there was another on the birth of the Prince of Wales; and the last that occurred was in 1846. The entire want of system with reference to these promotions still tended to keep the lists overcrowded, and the only check put upon them was the doubtful expedient which restricted them to one-third of the vacancies in each class. There were, in fact, on the several lists active and retired in 1846, when general promotions ceased—

Admirals,	Captains,	Commanders,	Lieutenants,
153.	772.	1,138.	2,537

IV. An analysis of these lists in 1846 will show that the youngest Admiral was upwards of 70, the youngest Vice Admiral was upwards of 60, and the youngest Rear Admiral upwards of 55. Of the first 100 on the Captains' List, 30 were upwards of 70 years of age, 47 between 60 and 70, and only 23 under 60, the youngest being 55. Of the second 100, 11 were between 60 and 70, 47 between 50 and 60, and only 7 under 55. Of the third 100, 7 only were 5470. 5475. under 50, and none of these had the slightest chance of obtaining their flag until the age of 65. "That," according to the evidence of Mr. Corry, who had been at the time the Secretary of the Admiralty, "was the state of the lists in "those days;" and he has explained the way in which it led to the Order in Council in 1847, when that which may be considered as the first retirement scheme was carried into effect.

V. The cause of that Order of 1847, as stated in the preamble, was the growing insufficiency of the Flag List arising from the advanced age of the officers. This was an evil necessarily increasing, and it was considered that *See* Order in Council, 24 April 1847. Appendix, No. 1. 5466–5478. the best mode of bringing those who were still in possession of health and vigour nearer to the flag would be, by providing for the honourable retirement of the officers at the head of the List of Captains, thus opening the succession to the Flag rank to younger men. Two hundred captains were accordingly retired, and a limit was put to the number of officers in each of the two higher lists. It was ordered that the Active List of Captains should not permanently exceed 500; that the Flag List should not permanently exceed 150; and that the promotions from the Captains' List and in the Flag List should be continuous, reserving always the undoubted right of the Crown to select officers for promotion whenever the public interest required such an exercise of the prerogative. It should here be observed, that that Order in Council was confined to the Flag and Captains' Lists, and it did not touch the Lists of Commanders and Lieutenants; but in 1851, another Order in Council was passed, which applied not only to Flag Officers and Captains, but to Commanders and Lieutenants also. Under that order, the Active List of Flag Officers was to be reduced to 99, exclusive of Admirals of the Fleet; the Active List of Captains to 350; the Active List of Commanders to 450; and the Active List of Lieutenants to 1,200. For the purpose of accomplishing this desirable object, large retirements were necessary; and though the dead weight of the navy was thereby greatly increased, yet the youth and vigour of the Active List was proportionately improved. As an illustration of this, it was stated by Mr. Corry, that in 1846, the senior officer promoted to flag-rank was a Captain of 38 years' standing; but about 10 years afterwards, the standing of the 5477. 5483. senior officers who were promoted to the same rank was reduced to 19 or 20 years. The flow of promotion was thus greatly accelerated. The Active List of all ranks was brought nearly within regulation limits, and the general effect of those retirements in 1860, when the last Order in Council was passed, as regards both the Active and Retired Lists, may be judged of from the following Table:—

——	On Active List.	On Reserved or Retired List.	Total Number.	Of which there were Employed
Flag Officers -	100	237	337	19
Captains - -	356	377	733	128
Commanders -	496	479	975	200
Lieutenants -	1,073	515	1,588	786
	2,025	1,608	3,633	1,133

VI. From the foregoing Table it will be seen at a glance how much the Retired and Reserved Lists had increased, while those which are called the Active Lists had been materially reduced. The total numbers in all the lists which in 1816 had reached 6,080 were brought down to 3,633; and while the Superannuated or Retired Lists had risen from 148 to 1,608, the General Lists had fallen from 5,933 to 2,025. Thus far a great improvement had been effected in those which are called the Active Lists as regards their numbers; yet as regards the age, and the consequent efficiency of the different officers, the propriety of introducing still further improvements pressed itself on the consideration of successive Boards of Admiralty. A plan for the Retirement and Promotion of Naval Officers was left by Sir John Pakington, when he quitted office, in the hands of his successor; and this plan was founded on the principle that the soundest test of the physical capacity of an officer for active service was the age at which he had arrived; and consequently that a scheme for retirement based upon age should be applied to all ranks; to Flag Officers when they attained the age of 70, and to Captains, Commanders, and Lieutenants when they attained the age of 60. It was partly on the consideration of that plan, and partly on a review of the state of the lists, especially the Commanders' and the Lieutenants' Lists, that the Duke of Somerset recommended the partial adoption of the principle of age retirement, and that principle which was sanctioned by Her Majesty on the 1st of August 1860, was embodied in the Order in Council of that date. According to that Order in Council, the principle of age retirement was made strictly applicable to the Commanders' and Lieutenants' Lists, and partially applicable to the Captains' List, but it was not extended to the Flag List. The reasons for not extending it to the Flag List, nor to a certain portion of the Captains' List, are stated by the Duke of Somerset, and your Committee will have occasion to advert to them hereafter. Captains also, who had served in their present rank, were not made subject to this new rule; but if they had not served in that rank, then they are to be retired at the age of 60, with the right to assume the rank and title of Rear-Admiral at the time they would have obtained their flag by seniority. With regard to Commanders and Lieutenants, both are retired at the age of 60, the one with the rank and title of Retired Captain, and the other with the rank and title of Retired Commander. It is to this Order in Council, the practical operation of it, and the different modes in which it has been applied to the different ranks, that the attention of your Committee has been particularly directed. On the one hand, it has been urged that for the good of the public service, a steadier and quicker flow of promotion is needed, and that this object can only be accomplished by a considerable reduction in the Active Lists, and by extending the principle of age retirement to all the four ranks in the Royal Navy. On the other hand, it is contended that the Active Lists could not admit of much further reduction; that those lists are in a more satisfactory condition than they have been since the year 1815; that the flow of promotion, owing to previous changes, is more rapid and more regular than it ever was before; that the extension of the principle of age retirement to the Flag and Captains' Lists depends upon considerations which do not apply to the Commanders' and Lieutenants' Lists; and that the flow

See House of Commons Paper, No. 251, Session 2, 1860.

4472.

4608.

of promotion would not be increased by it, unless it was accompanied with other alterations which it would not be prudent and politic to adopt.

VII. It is difficult to determine the important question which has thus arisen, without taking into consideration other matters which have not been referred to this Committee. With a view to the efficiency of the Naval Service, so far, at least, as regards its officers, there are certain points which require a full and careful investigation. These are, 1st. The proper number for each of the different lists. 2d. The advantage of ensuring to the officers frequent employment. 3d. The financial consideration of full and half pay, retired pay, pension, and other allowances. 4th. The rules and system of promotion; and 5th. The circumstances under which retirement should be allowed or enforced. Of these five points, two are beyond the limits of the present inquiry, namely, frequency of employment and the financial considerations; and therefore the Committee have confined their deliberations to the other three, namely, 1st. What should be the numbers on the different lists. 2d. What should be the rules and system of promotion; and 3d. What should be the circumstances under which retirement should be allowed or enforced.

First Point.—What should be the Numbers on the different Lists.

907, 908. 1080. VIII. In regulating the numbers on the different lists, the difficulty is to provide, not only for the requirements of peace, but also for the contingencies of war.

1187. 2094. Lord Lauderdale has stated the matter with great force and clearness: "You "must make a compromise between the two. If you had a small body of officers "always afloat, the moment you were called upon to commission a number of "ships you would have no officers to put into them; and if you had a very large "list, then half the officers would never be employed; the difficulty is to hit the
1706. 5572. "medium." This difficulty is still further increased by the changes that are introduced from year to year in the size and construction of war ships, and the consequent uncertainty whether the demand for officers will be as great as it is now under the altered system, or whether the numbers in the different ranks will be relatively the same as they have hitherto been. Not losing sight of these difficulties, your Committee will now examine, according to the evidence, the opinions propounded by experienced officers, and other competent witnesses.

Cadets.—The entry of cadets is not limited; and it would be detrimental to the service that they should be limited. A judicious check is required, but not a fixed number. "The supply of the entries," says Lord Lauderdale, "should be regulated by the demand, and the proportion of entries ought as far "as practicable to be regulated by the promotions or the vacancies in the higher "ranks." The number mainly depends on that of the officers in the ranks immediately above them, whose places, as vacancies occur, they will have to fill up. It was attempted, pursuant to the Report of the Select Committee on Navy, Army, and Ordnance Estimates, to limit these entries to 100. But this regulation, which was apparently successful for a time, has since failed. From 1848 to 1853, the numbers entered averaged about 80 or 85. It was afterwards found that the entries had been inconveniently limited. The Mates' List, since called Sub-Lieutenants' List, was too small; and the Lieutenants' List was inadequate to the wants of the Service. In consequence of that, this regulation was abandoned. In order to make up deficiencies, the number entered in 1859, was 236; in 1860, 179; in 1861, 174; and in 1862, 189. When the Lieutenant and Sub-Lieutenant Lists are properly recruited, it is contemplated that those high numbers need not be kept up. At all events, experience shows that there will be danger in laying down too rigid a rule, and it will probably be best to leave these matters to the responsible advisers of the Crown, only taking care that the number is stated as it is now in the annual estimate, which will give an opportunity to those who are interested in naval affairs of watching and checking the entries that are made.

1078.
760. 773. 1258.
1261.
1868.
See Report.
4509–4517.
592.
4798.

592. 1080. 1326.
2450. *Sub-Lieutenants.*—All the witnesses are agreed that the number of Sub-Lieutenants is at present too small, and it is difficult to fix what it should permanently be; probably not more than 300, and not fewer than 150. There are

at

at present about 140; the exact number can hardly be computed beforehand, for it will depend on the number of Cadets, and these lists must therefore depend very much on each other.

Lieutenants.—The Lieutenants' List governs to a great extent all the others. There are now about 800 upon it. There might be according to the regulated number a maximum not exceeding 1,200; this maximum may be too large; but experienced officers deprecate its reduction below 900 or 1,000. Sir James Hope observed, that there is no point more material to the efficiency of the service than that there should be an ample supply of Lieutenants. Lord Lauderdale had previously remarked that the present "number sounds large, "but if you are to be prepared with a sufficient number of Lieutenants to meet "the exigencies of a great war, then your number would be short, if you reduced "it below that amount; you cannot make efficient Lieutenants in a short time." The Duke of Somerset emphatically stated, that in his opinion "it would be "very unsafe if the war broke out with a smaller number than 1,000 Lieutenants;" and then he added, "at least, I should be very sorry if I were to be responsible "for the maritime power of the country, to have a smaller number." After this, your Committee do not hesitate to say that, including Lieutenants in the Coast Guard and other Services, 1,000 is the lowest to which the Active List of Lieutenants can prudently be limited. Your Committee are quite aware that this list is so large as to render the promotion of all of them impracticable; but they will endeavour to deal with that difficulty at another part of this Report.

Lord Lauderdale, 1075. Rear Admiral Mundy, 1324. 1410. Sir James Hope, 2068. 2166. Commander Parkin, 2529. Sir G. Seymour, 5078. 5333. Rear Admiral Elliot, 1814, and Captain Sulivan's Paper, page 30. *See* also 1310. 2072. 2977. 1076. 4675.

Commanders.—The Active List of Commander is at present fixed at a maximum of 450. But more than half of these are unemployed. The principal reason for keeping up that list at so high a number, is that it affords an outlet from the Lieutenants' List. Your Committee cannot deem that reason sufficient. Upon a consideration of the whole of the evidence, they are of opinion that for the efficiency of the service, the Active List of Commanders might be advantageously reduced from 450 to 400.

1621. 5516. 5518.

Captains.—The regulated number for the Captains' List is 350. More than two-thirds of these officers are unemployed at the present moment, and the numbers formerly on that list have prevented the officers from obtaining their flag rank at an earlier age. Therefore, the same reasons as those which would recommend a reduction of the Commanders' List would point to a reduction of the Captains' List also. At the same time, it ought not to be forgotten that such reductions can only be effected, if made at once, by considerable additions to the Retired Lists, which in both those ranks are very large. At the end of the year 1862 there were on the Active and Retired List of Captains 748 officers, of whom 407 were retired; and on the Commanders' List there were 1,138, of whom 695 were retired. The best way in which such a reduction could be effected would be by a specific grant for the improvement of the Navy, and by applying that grant to the withdrawal of a certain number of officers, both from the Commanders' and Captains' Lists. But that is a matter of general policy beyond the limits of our present inquiry, and, therefore, we offer no opinion upon it.

1621.

5320–1. 5344. 2280. 4583. 4586.

Admirals' List.—With regard to the Active Flag List, and the proper number to be kept upon it, that is a question so much mixed up with the question of retirement that your Committee propose to consider both questions together.

Your Committee will now turn to the second question.

Second Point.—What should be the Rules and System of Promotion.

IX. The nomination of Cadets for the Royal Navy is principally vested in the Board of Admiralty, but a flag officer on being appointed to a command nominates two, and a Captain ordinarily on commissioning a ship nominates one. Certain nominations are likewise placed by the Admiralty at the disposal of Colonial Governments, and some are given for competition to certain schools. The age of entry is from 12 to 14. The cadets are then sent to the "Britannia," where they are educated for their profession about 15 months. On leaving the "Britannia" they next pass a qualifying examination, and go to sea. At sea the Captain notes down what he thinks of every midshipman's conduct, and whether

4519-4531. 4942, &c. his character has been good both intellectually and morally; all this is reported to the Admiralty and kept in a book. In about four years after leaving the "Britannia" they become Sub-Lieutenants if 19 years of age, and able to pass the required examination. They continue Sub-Lieutenants for about two years, and promotion now is so much more rapid than it was formerly, that they usually 5323. obtain their Lieutenant's commission at about 21 years of age. The midshipman does not reach his sub-lieutenancy until he has undergone a searching examination in seamanship, navigation, and gunnery, and has received a certificate that he is "competent to the charge of, and to perform the responsible duties of, "officer of a watch on board any of Her Majesty's ships."

X. The system of naval promotion may be described generally as one of selection from the rank of Sub-Lieutenant to that of Captain, and of advancement by seniority from the rank of Captain to that of a flag officer; the qualification for selection being this, that the officer shall have served a certain period in each rank, and the qualification for advancement by seniority to become a flag officer depending upon this, that the Captain shall have served for certain periods of time in the command of a ship, that is to say, six years in time of peace, four years in time of war, and five years if both are included. It may here be noticed that the system of promotion in the French navy* is the reverse of that which takes place in ours. There, in the lower ranks, promotions are made according to seniority; in the upper by selection. But the opinion of our own officers is generally in favour of our own rules, so far at least as regards those in the lower ranks, always, however, understanding by selection the selection of those who are the best officers.

* For an account of the French system, *see* Captain Hore's most interesting evidence. 1891, but *see contrà* 2414.

XI. Tracing the progress of the young Naval Officer from his first entry as Cadet, until he obtains his commission as Sub-Lieutenant, the only material improvement which has been suggested to this Committee is the establishment of a Naval College on shore, with training brigs and small steamers attached to it, in which he could learn the business of his profession. The nominations are fairly made, the education is good, but perhaps confined too much to the 4531. 4841. 5281. school and too little to seamanship. The advancement is certain if the conduct is 1360. 1597. 1826. steady; and there can be no reason whatever for supposing that the promotion 1929. 2074. 2035. is not sufficiently rapid. Whether the establishment of a Naval College in 2332. 2455. 4942. the manner suggested might not be advantageous, and whether such a college 4712. 4752. 5094. might not be made self-supporting by the admission of sons of civilians at a higher 5157. 5274, &c. rate than the sons of officers, these are matters upon which much interesting 5291, &c. evidence has been given, but it is rather for the Admiralty than for this Committee to decide upon them.

2234. 2289. 5162. 4696. 4844. XII. Your Committee have already stated that the Naval Officers are generally in favour of the principle of selection as applicable to the promotion of Lieutenants to be Commanders, and Commanders to be Captains. The Committee think that the system as worked by the Admiralty is fair. It was thus described by the Duke of Somerset: "With regard to promotions made at the "Admiralty, I go over the lists with the services of the officers; and I see also "what the recommendations of the officers in command of the different stations "have been; I very often receive a private letter from the Admirals in com- "mand, pointing out such and such officers as being very efficient and zealous, and "who are deserving of promotion, and whose promotion would be for the good of "the service. We then take an opportunity to put them, if we can, into the next "batch; but at the same time we take them, to a certain extent, from each "station, so that the officers who are serving at a distance (serving, perhaps, in "the Pacific) may not see the promotion going to some other station, and "not getting themselves a little share of it. We try to divide the promotions "between the different stations." The Duke of Somerset has further described in his evidence, the precautions now taken to prevent officers from being unduly 4841 to 4862. passed over. While this practice continues, it may reasonably be expected that 4845 to 4862. deserving officers will not be neglected, and distinguished merit will meet with its reward. Your Committee can see no reason, therefore, for recommending an alteration in the system of selection as now applied to the lower ranks; and, when well administered, your Committee entirely agree with the Report of the Commissioners on Naval and Military Inquiry, that "it offers the best security which "could be desired for reinforcing and reanimating the Navy to any extent, which "the circumstances of the country might, on an emergency, render necessary."

XIII. Whether

XIII. Whether that principle should be extended at all to the promotion of Captains to the Flag List is a more difficult question. At present this promotion is entirely by seniority with a certain amount of service. The Crown has, of course, the power by its prerogative of advancing a Captain out of his turn, but, practically, this power is rarely exercised. The evidence of Naval Officers is conflicting as to the policy and propriety of calling this prerogative into active operation. The Duke of Somerset considers that the selection made would cause so much complaint and create so much ill-will, that it would be unwise for the Admiralty to use that power. It ought also to be borne in mind that, though the Admiralty, for nearly a century, endeavoured to maintain the principle of selection in the promotion of Captains to the rank of Flag Officers, yet it was found so hard to put this principle into execution that, in practice, it has not been exercised, and since that time the advancement to Flag Officers' rank has been determined by seniority alone. On the other hand, the evils of a rigid system of rotation have been so long and so strongly felt, and the authorities in favour of some alteration are of such weight, that the subject cannot be lost sight of in an inquiry like this. In 1846 Lord Ellenborough, when at the head of the Admiralty, made this memorandum on the subject: "The "Government should, in the first instance, declare that although desirous "of affording to a part of the older Captains the option of retiring from the "service, with an immediate increase of emoluments as a compensation for "their chance, however remote, of succeeding eventually to the higher emolu- "ments of the flag, they would not proceed one step without the distinct admis- "sion of the principle, that, in some fixed proportions, all future promotions to "the flag by seniority are to be accompanied, at the discretion of the Govern- "ment, by promotion by selection." The late Admiral of the Fleet, Sir Byam Martin, thought that it would be a dangerous power to give to the Admiralty, but that it would be a very useful one, if properly exercised. And the Select Committee of the House of Commons on Navy, Army, and Ordnance Estimates in 1848, expressed their opinion in the following words:

See Report XLV. and *see* L.

2234.

2421, 2422.

2948. 2953.

Contrà 3063.

5576.

Report on Naval and Military Inquiry, LVI.

5576.

"To ensure a constant influx of young officers into the List of Admirals, effect "should be given to the prerogative of the Crown; and your Committee suggest "that two only of those Captains shall be made Admirals by seniority, and that "every third Captain shall be promoted to the Flag by selection.

"It may be objected that the door is thus opened to favour, and that selection "nominally for merit will end in selection on account of undue influence. Your "Committee believe that public opinion and responsibility to Parliament are "strong enough to prevent an abuse of this kind. The power of selecting Cap- "tains to be made Rear-Admirals is not greater than the power of choosing Ad- "mirals for the command of fleets, and Captains for the command of ships; it is "not different from the power which now selects Commanders to be made Captains, "and Lieutenants to be made Commanders, without any preference whatever given "to seniority in these lower ranks, where merit is comparatively untried and "unknown. This power of selection is indeed a trust which must be exercised "with justice and discrimination. The duty is invidious; but the faithful per- "formance of it will ensure the constant promotion of officers in the prime of life "to the highest rank in their profession. The public will be the gainers; great "advantage will still be given to seniority; no injustice will be done if good service "and approved merit be the rules which shall guide the selection, and the greatest "reward will be held out to signal gallantry and to exemplary conduct."

Notwithstanding the weight which deservedly must attach to some of these opinions, your Committee are not prepared to recommend as a general rule a recurrence to a practice which the Admiralty had for nearly a century endeavoured to uphold, and were compelled to abandon.

Her Majesty retains the undoubted right of promoting any Captain, whatever his position, to the Flag List. At the present moment no necessity exists for the exercise of this prerogative, and should it become urgent from the state of the Flag List, the Government has the power by Order in Council to have recourse to promotion by selection even in time of peace.

In time of war eminent service may call for an extraordinary promotion, but the Crown retains the full power, and your Committee feel confident that the exercise of such a power, on such an occasion, would meet with the general assent of the profession and the public.

Relative to the Commanders' and Lieutenants' Lists, it appears to your Committee that inasmuch as officers selected for promotion from the Coast Guard are allowed the time served in the Coast Guard service as full sea time, the officers who serve in the Coast Guard should be permitted to count three years' Coast Guard service as two years' sea service, and that the same ratio shall apply to any broken period of service.

Your Committee have received much evidence respecting the rules which define the Sea Service, and would recommend the subject to the consideration of the Board of Admiralty.

But your Committee are of opinion, that no officer should be promoted to Active Flag rank who has not served at least three years in a *bonâ fide* sea-going ship as a part of the time at present required to qualify him for Flag rank.

XIV. The only points connected with promotion which remain to be considered are, whether it is wise to continue, as at present, Haul-down promotions, promotions to Death Vacancies on foreign stations, and Board promotions.

Report on Naval and Military Inquiry, p. 21.

Haul-down promotions are "no more than a reasonable compliment to a Flag "Officer on striking his flag, and require no comment from us." Such are the words of the Commissioners on Naval and Military Inquiry; and the evidence shows that though these promotions have often been conferred on relations and friends, yet there is no reason to think that they are not given to deserving officers.

Queen's Regulations, cap. 7, sec. 7.

, 4854, 4855.

Promotions to Death Vacancies on foreign stations cannot be considered as a compliment to Flag Officers, but they should be regarded rather as a means for ensuring the efficiency of the Service by encouraging young officers so to conduct themselves as to deserve the good opinion of those who are placed over them.

See on this subject 630–980. 1313. 1456. 1469. 2317. 4689-4691.

Board promotions are promotions made for distinguished service. Instead of being made by the First Lord alone, they are made by the Board, and they are therefore looked upon as a greater compliment. In addition to this, they are the only promotions which can be made when the lists are full, and merit deserves them.

Third Point.—What are the circumstances under which Retirement should be allowed or enforced?

XV. 1. The Retired, as well as the Reserved Lists, are the fruits and the proof of that vicious system of promotion which prevailed in the Navy from the General Peace until 1846. The Active Lists were so crowded, promotion so obstructed, older officers so abundant, and younger officers so rare, that large retirements became a necessity. Hence arose that vast number of Reserved and Retired Lists, which have nearly exhausted, in the designations commonly given to them, all the letters of the alphabet. It has been suggested that all those Lists should be consolidated together; but if by that it is meant to make retrospectively the different amounts of Retired Pay the same on all Lists, your Committee can see no justice in such a proposition. It has been further suggested that the distinction between the Reserved and Retired Lists ought practically to be maintained, so that those officers who are on the Reserved List might be actually called out into service again; but it appears to the Committee that it is much more intelligible, as well as more just, to have, if practicable, two Lists in the service, and two Lists only, namely, an Effective and a Non-Effective List. It has also been contended that the operations of some of the orders under which retirements have been made, especially of the Order in Council of August 1860, have worked injuriously and unjustly to those officers who were retired before, because they would have been entitled to greater advantages under that order, than they receive under the orders by which they were retired; but the Duke of Somerset has stated, "that many of those officers have gained by the retirement "of 1847, of 1851, of 1856, and of 1858; that they have all gained promotion "by them; and that they have obtained advantages quite unexpected by them "when they entered the service." The only improvement which appears to be practicable in these Retired and Reserved Lists is to provide, as the old ones die out, that the system of retirement should be made in future as nearly uniform as possible in the different ranks of the Navy.

230, &c.

716. 4596.

380, &c.

426. 449. 473. 1285. 1764. 1809. &c.

See 4595, 4596. 4831.

See also 5394 to 5402.

242. 244.

2. It

2. It will be remembered that the present rules require absolutely the retirement of Lieutenants and Commanders at 60 years of age, and Captains conditionally at the same age, if they have not served in that rank afloat. The great difficulty in the application of these rules will probably arise from the future state of the Lieutenants' Active List. For the good of the service that List ought to be kept up at 1,000; but when it is borne in mind that the outlet from it is much smaller than the inlet into it; that the whole number of Lieutenants, in the ordinary course of things, never can expect to arrive at the Active Commanders' List; and that they are nearly worn out for useful service in that rank by from 40 to 45 years of age; the conclusion is irresistible that some scheme of retirement ought to be provided for those who will be unable to go on in the service, or to obtain promotion. Captain Moore's remarks on this point are entitled to attention: "I think," said he, "that it would be the "greatest possible assistance to the service, if some scheme of that kind could be "devised. I always thought that the great difficulty was in providing for the "Lieutenants. I think it is absolutely necessary that a much larger number of "Lieutenants should be employed than can possibly be provided for by pro-"motion; and if it were possible to devise any scheme by which they could be "retired after having given a certain portion of service, I think it would be most "conducive to the interests of the service." . . . "That is the main "clog." These remarks are strikingly confirmed by other witnesses.

5306—5309. 1109. 1113. 1371. 1671. 2162, &c.

3. Whether the principle of compulsory retirement on account of age should be extended to the Captains and the Flag Lists, has been much discussed before the Committee. In support of the affirmative of this proposition, the principal points which have been relied upon, are, first, the injustice of treating the higher and lower ranks in a different manner; secondly, the impolicy of keeping on the Active List those who from age may reasonably be presumed to be unfit for service; thirdly, the necessity of making promotion more regular and steady; and, fourthly, the impossibility of obtaining that object unless the rule of age retirement is generally enforced. The subject is a difficult one; it was recommended to the Admiralty by Sir J. Pakington in an able paper which he left behind him when he quitted office in 1859, and it is contained in the plan submitted by Sir John Hay to the Admiralty on the 26th January 1863.

See Parl. Paper No. 377, House of Commons, 1860. *See* letter of 26 Jan. to the Duke of Somerset, Parl. Paper, No. 51, House of Commons, 1863; and *see* also on this subject, 1068. 1198. 1298. 1876, &c. App.

4. With regard to the first of the reasons alleged, sufficient consideration had not been given to the different conditions, under which the lower and higher rank can be retired. The certainty of promotion in the higher rank is secured to them by seniority; and now to interpose a new condition of age would deprive them of an advantage, which, by the usage of the profession, they anxiously look forward to, and are entitled to expect; but the officers in the lower ranks are retired at a time when they have little or no chance of employment or promotion, and consequently they have little or no chance of improving their condition, except by being put on the Retired List. Again, when the lieutenant or the commander is retired, he usually receives both higher rank and higher pay than he would have received if he had remained on the Active List, which is applicable to his rank; but if an admiral were retired at a fixed age, it would be difficult to find any principle on which he should be entitled to receive higher rank or higher pay. These reasons, together with others, influenced the Duke of Somerset in drawing a distinction between the higher and lower ranks, when the Order in Council of 1860 was passed; and they seem to be very strong in favour of that distinction, unless the order could have been made prospective as to Captains and Admirals.

See 4666. 4808. 5503, 5504.

5. With regard to the second reason, namely, the impolicy of keeping on the Active List those who from age may reasonably be presumed to be unfit for service, it may well be doubted whether any fixed or definite age can positively be insisted on as a fixed rule which ought never to be departed from. If so, according to the evidence, every Lieutenant ought certainly to be retired at 45 or 50; and it would be utterly impossible to reconcile with policy or with justice the notion that a Captain who, according to the scale, would have 10 good years of service in him as an Admiral, should be withdrawn at once from the service, merely because he had reached the age of 60 just before he could obtain his flag. The adoption of that rule would shut out from promotion several of the best Captains, who may fairly expect the rank they look forward to at no distant period.

6. With regard to the third reason, namely, the necessity of making promotion more regular and steady: that is a reason which hardly applies to the present state of things since the great improvements which have already been effected. The Duke of Somerset has said, that comparing the condition of the Navy List now with its former state, in any former year, it will be found that promotion has been more rapid and regular; that the per-centage of officers employed is "much larger, and that the payments for half-pay and retirements "are higher. These are three advantages which tend, as I think, to the efficiency
4608. "of the Navy, and the Lists are now in a more satisfactory condition than they "have been since the year 1818." In confirmation of this statement, it may here be remarked, that it appears from a Return which has been laid before us, that the Captains promoted to the Active Flag List during the last 10 years have been 86; the Commanders promoted to be Captains during the same period have been 245; and the Lieutenants promoted to be Commanders, 519. And when it is remembered that the rate of promotion since the reduction of the List has not had as yet a full trial,—that there are twice as many officers on the Flag List under 65 and 70 years of age—the two ages at which it is proposed to retire them—than are actually required for present employment,—that it is positively stated that the List is improving, and that there are more than officers enough for the service, surely it is right to pause before adopting a plan which, however much it might accelerate promotion, would certainly add to the dead weight of the Navy, and that too to a much larger extent than the exigencies of the service would seem to demand.

7. With regard to the 4th reason, namely, the impossibility of obtaining more regular and rapid promotion, unless the rule of age retirement is equally applied to all ranks, it is by no means clear that such would be the case. Three plans of retirement on account of age, combined with a reduction of the number on the Flag List, have been submitted to Mr. Finlaison, in order that he might calculate the number of vacancies which would probably take place on the Flag List during
See Appendix, Memorandum by Mr. Finlaison. the next 10 years, under each of the plans, and compare the results with those vacancies which are likely to arise under the existing regulation: and he has arrived at the conclusion that the absolute amount of promotion would no doubt be greatest under the present system. At the same time, it ought to be added, that in estimating the comparative efficiency of the four plans, he has expressed his opinion, though "with some diffidence, that relatively to the other plans, for "extent of promotion, combined with the formation of an effective list of younger "officers, the third seemed to meet a preference."

XVI. Seeing, then, that the absolute amount of promotion to the Flag List will undoubtedly be the greatest under the present system; seeing also that the neces-
5173 to 5176. sities of the Service do not require the proposed alteration; seeing that such a change would grate harshly on the feelings of many old and deserving officers; seeing that it would operate very unjustly on several captains at the head of the List, who are capable, if permitted, to do credit to the flag, and who have long been looking forward to that flag as the legitimate prize of an honourable ambition; —seeing, further, that it would be unreasonable to retire such officers without some compensation for this blight on their prospects, and that such compensation could only be given by a considerable addition to the dead weight of the Navy, your Committee are unable now to arrive at any other conclusion than that it would not be politic to adopt such a measure at the present moment. And though the question of pay, pensions, and retired allowances is not submitted to your Committee's consideration, yet it cannot be left out of sight altogether, for unless the requirements of the Service demanded it, they would not feel justified in recommending to the House any plan which, without necessity, would add materially to the large charges already weighing so heavily on the Reserved and Retired Lists. The retirements which have taken place between 1846 and 1860 have, unquestionably, improved the flow of the promotion and the efficiency of the Service; but this has been done at a great cost to the State, and the diminution of that cost is only just commencing. In 1857, the charge for the Reserved and Retired
5548. Lists amounted to 315,788*l.*; in 1858, to 398,206*l.*; in 1859, to 398,898*l.*; in 1860, to 386,083*l.*; in 1861, to 420,210*l.*; in 1862, to 412,412*l.*; and in this year to 410,282*l.* Thus, to increase the efficiency of the Navy, great sums have been expended in these retirements; and if that efficiency (which is, or ought

ought to be, the first consideration), really requires that more should be attempted in the same direction, the cost ought not to stand in the way; at the same time, if the efficiency of the Navy does not require it, it ought not to be done. Such are the words of a witness who has twice filled the office of Secretary to the Admiralty, and in the opinion so expressed your Committee entirely concur. 5547-

Miscellaneous Points.

XVII. In addition to the main questions which have formed the subject of this inquiry, several other incidental points have been brought under notice—such, for example, as change of Title, gazetting Commissions, and the position of Chaplains, Paymasters, Engineers, and Warrant Officers. Upon each of these your Committee will add a few remarks.

1. *Change of Title.*

It is said that a considerable desire has been manifested, on the part of many naval officers, to make the titles in the Army and Navy exactly correspond. But it seems to be more likely that as a matter of professional feeling the officers, generally, would cling to the old names of the Service. Captain Moore has probably given the real sentiments of the Profession in these few words: "I am against changing the names; I prefer the existing titles, and I should be very sorry to be called by any other name than the captain of my own ship; I prefer that old naval term." 640. 2305 to 3212.

2. *Gazetting Commissions.*

Whether it would be desirable to gazette the promotion of a naval officer, in the same way as is done on the promotion of a military officer, is not a matter of much importance; but, if it would give satisfaction to the naval officers, there are not, so far as your Committee are aware, any valid reasons against it.

3. *Masters.*

With regard to Masters, the Committee are glad to observe by an Order in Council lately issued, that additional rank has been granted to this valuable class of officers, and that a certain number of Greenwich out-pensions have been awarded to them.

4. *Chaplains.*

With regard to the Chaplains, strong recommendations have been urged in favour of appointing a Chaplain-general to the Navy; and in some respects it might be advantageous. But the Duke of Somerset has observed, and your Committee are inclined to concur in the observation, that if it be meant by a Chaplain-general, that the Chaplains should communicate directly with a Chaplain-general, and that there should be a certain spiritual supervision in the Navy, that, in his opinion, would be very mischievous. 1224. 1832. 2400. 4602. 4966. 5101. 5270.

5. *Paymasters.*

With reference to Paymasters, we recommend that the system of classification be abolished, and that they should retire by age, as Masters.

6. *Engineers.*

With respect to Engineers. Your Committee find by the Duke of Somerset's evidence, that their position is under the consideration of the Admiralty. An Order in Council has been put in by the Secretary of the Admiralty, showing

that increased allowances have lately been granted them. Under these circumstances your Committee do not think it necessary to make any recommendations concerning them.

7. *Warrant Officers.*

See Appendix No. 6, and Appendix No. 9.

The position and duties of the Warrant Officers has been a good deal pressed on the consideration of the Committee. Their whole case is stated by Mr. Howell, and corroborated by Captain Moorman in a comprehensive paper.

Your Committee regard with great satisfaction the improvements which, under recent measures, have been made in their condition; and your Committee recommend that they be permitted to retire at the same age as Masters, upon such conditions as the Admiralty may think proper.

The evidence of many witnesses supports the views entertained by Captain Moorman; but as their views principally depend on questions of finance and naval organization, more than to questions on promotion and retirement, your Committee can do no more than to call the attention of the Admiralty to them.

XVIII. On reviewing the whole matter, your Committee will now sum up their recommendations under the following heads:—

In the first place, as regards the number of officers on the Active Lists, your Committee recommend,—

1st. That the Flag List should remain, as at present, unaltered.

2d. That the Captains' List should not exceed, as a maximum, 300, instead of 350.

3d. That the Commanders' List should not exceed, as a maximum, 400, instead of 450.

4th. That the Lieutenants' List should not exceed 1,000.

5th. That the Sub-lieutenants' List should not be limited to any fixed number, but that their List should vary between 150 and 300, according to the wants of the List above them.

And 6th. That the entry of Naval Cadets should be left to the judgment of the Board of Admiralty, measured by the requirements of the Lieutenants' List.

In the second place, as regards the advancement and promotion generally of Naval Cadets and Commissioned Officers, your Committee recommend—

1. That the expediency of establishing a naval college, with training brigs and small steamers attached to it, should be considered by the Admiralty.

2. That the college shall be made, as far as practicable, self-supporting.

3. That the existing practice of selection should still be continued in the promotion of Sub-lieutenants to the rank of Lieutenants, of Lieutenants to the rank of Commanders, and of Commanders to the rank of Captain.

And 4. That the principle of selection should so far be extended to the higher ranks as to bring into active operation the prerogative of the Crown in the promotion of Captains to the Flag List, under the circumstances hereinbefore mentioned.

In the third place, as regards retirement, your Committee recommend—

1. That retirement should be offered to Lieutenants at from 40 to 45 years of age, as before stated, in those cases when they are not likely to obtain promotion or employment.

2. That the experiments of compulsory retirement on account of age should still further be tried before it is extended.

3. That it would not be just to extend the existing application of that principle to the whole of the Captains' List at present.

4. That

4. That if that principle should be extended further to the Captains' List, it would be right to fix a higher age than that which is applicable to Commanders and Lieutenants.

And 5. That it would be inexpedient to apply the principle of age retirement to the Flag List, at the present time.

Without going into the question of pay, pensions, and retired allowances, your Committee cannot but feel that any recommendations of theirs must necessarily be considered as imperfect and incomplete. On the one hand, they wish it to be distinctly understood, that it is for the efficiency of the Navy, and for that alone, that they have suggested the propriety of certain reductions in the number of the Captains', Commanders', and Lieutenants' Lists; and they do not presume to give an opinion as to whether those reductions would now be admissible on fiscal grounds. On the other hand, they have refrained from investigating a variety of questions which are intimately connected with promotion and retirement, such as whether the scale of full and half-pay is or is not now sufficient to secure an Active List of zealous and efficient officers in the different ranks of the Navy; whether an allowance for outfit or the supply of furniture on more advantageous terms should or should not be made, to enable an officer to take command of a ship without incurring pecuniary loss; whether larger allowances might or might not in some instances be advantageously given to officers in command on foreign stations; whether the withdrawal of batta has or has not had the effect of narrowing the choice and selection of Admirals in the Indian and Chinese seas; whether the retired pay of the different officers should or should not be placed on a more uniform footing, according to their rank and periods of service; and whether it is possible to determine the question either of enforced or optional retirement, without taking into consideration the pensions or allowances which it may be right to offer as inducements to relieve the Active Lists when they get clogged or overcrowded. All that your Committee have felt themselves authorised to do, and all that your Committee have attempted to do, is to decide, so far as the limited nature of their inquiry would permit, what (irrespective of financial considerations) would be most conducive to the public service in regard to numbers, promotion, and retirement. The result of their deliberations, founded on the evidence and documents before them, they now submit to the judgment of The House.

24 *July* 1863.

PROCEEDINGS OF THE COMMITTEE.

Lunæ, 16° *die Martii*, 1863.

MEMBERS PRESENT:

Mr. Walpole.
Lord Clarence Paget.
Mr. Finlay.
Sir John Hay.
Sir James Elphinstone.
Sir Henry Willoughby.
Mr. Scourfield.
Sir John Pakington.
Mr. Ayrton.
Sir H. Verney.
Mr. Stansfeld.

Mr. *Walpole* was called to the Chair.

The Committee deliberated.

[Adjourned to Friday, 17th April, at Twelve o'clock.

Veneris, 17° *die Aprilis*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.
Sir James Elphinstone.
Sir H. Willoughby.
Sir W. Miles.
Sir J. Pakington.
Sir H. Verney.
Sir F. Baring.
Mr. Stansfeld.
Mr. Scourfield.
Mr. Finlay.
Lord Clarence Paget.
Mr. Ayrton.
Mr. Dodson.
Mr. Maguire.

The Committee examined Mr. *Jesse*.

[Adjourned to Tuesday, at Twelve o'clock.

Martis, 21° *die Aprilis*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.
Sir James Elphinstone.
Sir H. Willoughby.
Mr. Stansfeld.
Sir W. Miles.
Sir John Pakington.
Lord Clarence Paget.
Sir F. Baring.
Mr. Finlay.
Mr. Ayrton.
Sir H. Verney.
Mr. Dodson.
Mr. Maguire.

The Committee examined the Rev. *W. Harvey*.

[Adjourned to Friday, at Twelve o'clock.

Veneris, 24° *die Aprilis*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Mr. Finlay.
Sir Henry Willoughby.	Sir James Elphinstone.
Sir W. Miles.	Mr. Ayrton.
Sir John Pakington.	Sir Francis Baring.
Lord Clarence Paget.	Mr. Maguire.
Sir Harry Verney.	

The Committee further examined the Rev. *W. Harvey.*

[Adjourned to Tuesday, at Twelve o'clock.

Martis, 28° *die Aprilis*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Mr. Dodson.
Sir James Elphinstone.	Mr. Scourfield.
Sir H. Willoughby.	Mr. Charles Berkeley.
Sir John Pakington.	Sir Harry Verney.
Lord Clarence Paget.	Mr. Ayrton.
Sir F. Baring.	Mr. Maguire.

The Committee further examined the Rev. *W. Harvey.*

The Committee examined the Earl of *Lauderdale.*

[Adjourned to Friday, at Twelve o'clock.

Veneris, 1° *die Maii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Mr. Dodson.
Sir James Elphinstone.	Mr. Scourfield.
Sir H. Willoughby.	Mr. Ayrton.
Sir W. Miles.	Mr. Berkeley.
Sir John Pakington.	Mr. Maguire.
Lord Clarence Paget.	Sir H. Verney.
Sir F. Baring.	Mr. Finlay.

The Committee examined Rear-Admiral Sir *Rodney Mundy* and Rear-Admiral *E. Elliot.*

[Adjourned to Tuesday, at One.

Martis, 5° *die Maii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Sir H. Verney.
Mr. Ayrton.	Sir F. Baring.
Sir James Elphinstone.	Mr. Dodson.
Sir Henry Willoughby.	Mr. Finlay.
Sir John Pakington.	Mr. Scourfield.
Lord Clarence Paget.	Mr. Berkeley.

The Committee further examined Admiral *Elliot.*

[Adjourned to Friday, at One.

Veneris, 8° *die Maii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Sir H. Verney.
Sir James Elphinstone.	Sir F. Baring.
Mr. Ayrton.	Mr. Scourfield.
Mr. Maguire.	Mr. Dodson.
Sir W. Miles.	Mr. Finlay.
Sir J. Pakington.	Mr. Berkeley.
Lord Clarence Paget.	Sir Henry Willoughby.

The Committee further examined Admiral *Elliot.*

[Adjourned to Tuesday, at One o'clock.

Martis, 12° *die Maii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Mr. Scourfield.
Mr. Ayrton.	Mr. Finlay.
Lord Clarence Paget.	Mr. Berkeley.
Sir H. Verney.	Mr. Maguire.
Sir F. Baring.	Sir John Pakington.
Mr. Dodson.	Sir H. Willoughby.
Sir James Elphinstone.	

The Committee examined Rear-Admiral Sir *James Hope* and Captain *Sulivan.*

[Adjourned to Friday, at Twelve o'clock.

Veneris, 15° *die Maii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Mr. Dodson.
Sir James Elphinstone.	Mr. Scourfield.
Sir Henry Willoughby.	Mr. Finlay.
Sir W. Miles.	Mr. Berkeley.
Sir John Pakington.	Mr. Maguire.
Lord Clarence Paget.	Sir F. Baring.
Sir Harry Verney.	Mr. Ayrton.

The Committee further examined Captain *Sulivan.*

The Committee examined Captain *Horton* and Commander *Parkin.*

[Adjourned to Tuesday, at Twelve o'clock.

Martis, 19° *die Maii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Mr. Ayrton.
Sir J. Elphinstone.	Mr. C. Berkeley.
Sir H. Willoughby.	Sir Francis Baring.
Lord Clarence Paget.	Mr. Finlay.
Sir Harry Verney.	Mr. Dodson.
Mr. Scourfield.	Sir John Pakington.

The Committee further examined Commander *Parkin*.

The Committee examined Captain *Paynter* and Lieutenant *Gilbert Key*.

The Committee deliberated.

[Adjourned to Tuesday, June 2d, at Twelve o'clock.

Martis, 2° *die Junii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Mr. Ayrton.
Mr. Dodson.	Mr. Finlay.
Lord Clarence Paget.	Mr. Berkeley.
Sir Harry Verney.	Sir John Pakington.
Sir Francis Baring.	Sir James Elphinstone.
Mr. Scourfield.	Sir Henry Willoughby.

The Committee examined Captain *Moorman* and Captain *Pilkington*.

[Adjourned to Friday, at Twelve o'clock.

Veneris, 5° *die Junii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Sir Harry Verney.
Sir James Elphinstone.	Mr. Finlay.
Sir Henry Willoughby.	Mr. Berkeley.
Sir W. Miles.	Mr. Ayrton.
Sir John Pakington.	Mr. Scourfield.
Lord Clarence Paget.	Mr. Maguire.

The Committee examined Captain *White*.

In the course of examination the Witness having used in an answer the following expression: "And one of the great reasons, in my humble opinion, for the want of discipline, now so general in the service, is the want of good sub-lieutenants to take charge of the different decks, without which no ship can possibly be in good order. I know that from long experience, having practically gone through the whole thing myself, and can speak of it with certainty."—Motion made, and Question proposed, "That those words in Captain White's evidence be expunged."—Question put.—The Committee divided:

Ayes, 4.	Noes, 5.
Sir W. Miles.	Sir John Hay.
Lord C. Paget.	Sir James Elphinstone.
Sir H. Verney.	Sir H. Willoughby.
Mr. Berkeley.	Sir J. Pakington.
	Mr. Finlay.

The Witness was re-called; and further examined.

The Committee examined Captain *Chestney Symons*, Mr. *William Rumble*, and Mr. *Thomas Hoskins Howels*.

[Adjourned to Tuesday, at One o'clock.

Martis, 9° die Junii, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Sir F. Baring.
Sir J. Elphinstone.	Mr. Finlay.
Sir Henry Willoughby.	Mr. Berkeley.
Sir W. Miles.	Mr. Ayrton.
Lord C. Paget.	Mr. Maguire.
Sir H. Verney.	Mr. Scourfield.

The Committee examined Lieutenant *Liddell,* R. N., Mr. *W. Pinhorn,* Lieutenant *Eyton,* R.N., Captain *Elliot,* R.N., Commander *Woodgate,* R.N., and Vice-Admiral *Collier.*

[Adjourned to Friday, at Twelve o'clock.

Veneris, 12° die Junii, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Lord C. Paget.
Sir W. Miles.	Sir F. Baring.
Sir H. Verney.	Mr. Berkeley.
Mr. Finlay.	Sir John Pakington.
Sir J. Elphinstone.	Mr. Scourfield.

The Committee examined the Rev. *W. Whitmarsh,* Captain *Fishbourne,* Captain *Hore,* Captain Sir *Thomas Ross,* and Dr. *Gunn.*

[Adjourned to Tuesday, at Twelve o'clock.

Martis, 16° die Junii, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Lord Clarence Paget.
Sir James Elphinstone.	Sir H. Verney.
Mr. Dodson.	Sir F. Baring.
Sir H. Willoughby.	Mr. Scourfield.
Sir W. Miles.	Mr. Finlay.
Sir John Pakington.	Mr. Berkeley.

The Committee examined the Duke of *Somerset,* attending by permission of The House of Lords.

[Adjourned to Friday, at Twelve o'clock.

Veneris, 19° die Junii, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Sir W. Miles.
Sir John Pakington.	Sir Harry Verney.
Lord Clarence Paget.	Mr. Scourfield.
Sir F. Baring.	Mr. Ayrton.
Mr. Finlay.	Mr. Dodson.
Mr. Berkeley.	Mr. Maguire.
Sir J. Elphinstone.	

The Committee resumed the examination of the Duke of *Somerset.*

[Adjourned to Tuesday, at Twelve o'clock.

Martis, 23° *die Junii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Sir H. Verney.
Sir James Elphinstone.	Sir F. Baring.
Sir H. Willoughby.	Mr. Finlay.
Sir W. Miles.	Mr. Scourfield.
Sir J. Pakington.	Mr. Ayrton.
Lord C. Paget.	Mr. C. Berkeley.

The Committee examined Admiral Sir *George Seymour*, G. C. B., and Captain *Moore*.

[Adjourned to Friday, at Twelve o'clock.

Veneris, 26° *die Junii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Sir H. Verney.
Sir J. Elphinstone.	Sir F. Baring.
Sir W. Miles.	Mr. Scourfield.
Sir H. Willoughby.	Mr. Finlay.
Sir John Pakington.	Mr. Berkeley.
Lord Clarence Paget.	

The Committee examined Captain *Moore* and the Right Hon. *H. Corry*, a Member of the House.

[Adjourned to Friday, at Twelve o'clock.

Veneris, 3° *die Julii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Lord C. Paget.	Sir John Hay.
Sir H. Verney.	Sir J. Elphinstone.
Sir J. Barry.	Sir J. Pakington.
Mr. Finlay.	Mr. Scourfield.
Mr. Ayrton.	Mr. Dodson.
Mr. Berkeley.	Sir Henry Willoughby.

The Committee deliberated on the subject of a Report.

[Adjourned to Monday, at half-past Twelve.

Lunæ, 6° *die Julii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir John Hay.	Sir J. Elphinstone.
Mr. Maguire.	Sir W. Miles.
Mr. Scourfield.	Sir J. Pakington.
Lord C. Paget.	Sir H. Verney.
Sir F. Baring.	Mr. Dodson.
Mr. Finlay.	Mr. Ayrton.
Mr. Berkeley.	

The Committee deliberated further on the subject of a Report.

[Adjourned to Friday, 17th July, at Eleven o'clock.

Veneris, 17° *die Julii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Lord Clarence Paget.	Sir J. Elphinstone.
Sir H. Verney.	Sir H Willoughby.
Sir J. Baring.	Sir W. Miles.
Mr. Ayrton.	Sir John Pakington.
Mr. Berkeley.	Mr. Dodson.
Sir J. Hay.	Mr. Finlay.
Mr. Maguire.	Mr. Scourfield.

A Draft of Report prepared by the Chairman was read 1°, as follows :—

"I. THE system of promotion and retirement in Her Majesty's Navy is regulated to a great extent by various Orders in Council, passed since the general peace. During the war which preceded that peace, large Flag and other promotions were made to meet the exigencies of the service from time to time; and these had increased to so great an extent that in the year 1816, or about a year after the peace was concluded, there were on the Active List, as it would now be called, the following numbers of Flag and other officers: Admirals 211, Captains 813, Commanders 851, Lieutenants 4,058. At that time there was no Reserved or Retired List, but there were 32 superannuated Admirals, and 36 superannuated Captains.

353–360.

"II. The great disproportion of Lieutenants to other officers in 1816 is said to have been occasioned by giving at once, at the conclusion of the war, Lieutenants' commissions to all Mates above two years' standing. More than 1,000 were then made; and this proceeding is justly described by the Duke of Somerset as the most unwise scheme that could have been adopted. The Lieutenants' List, which is the most important of all the lists for regulating the flow of promotion above and below it, was clogged with unnecessary numbers, merely as a provision for past services in an inferior station. Hence arose most of the difficulties that have since occurred. The flow of promotion was obstructed in its source, and the employment or advancement of so large a body of officers was alike impossible. To remedy these evils the maximum number in the Lieutenants' List was intended to be fixed, in the year 1830, at 1,200; and various expedients for retiring officers from that list were held out, from time to time, for the purpose of bringing down the list to that number. In 1838, however, the number on that list was still as high as 2,879, of whom no less than 1,572 had never served as lieutenants for more than three years, and 530 had not served as such at all; and even so late as 1848, 'so great was the clog that the Active 'List of Lieutenants amounted to as many as 2,300, and the larger portion of those were 'so advanced in years that Lord Auckland stated, as First Lord of the Admiralty, that 'he had not sufficient officers for the service at that time, although it was a time when 'there was a very small force afloat.'

360, 361. 4590.

2210. 2222. 1371. 1564. 4470. 4513.

See Report on Naval and Military Inquiry, liii. 4590–4592.

"III. From 1816 to 1830 the promotions in the Navy were in no respect limited to a fixed establishment in any of the classes. They were made at the discretion of the First Lord of the Admiralty, and the promotions raised in each year. But in 1830 a regulation was introduced which restricted the promotions to one-third of the vacancies in the superior class, so that only one Captain, one Commander, and one Lieutenant could be made for every three casualties or removals in any of those ranks. During the same period, however, general or brevet promotions from time to time took place, and they were continued till the year 1846. Such promotions were necessarily casual, irregular, and uncertain. There was one in the year 1819, another in 1821, and another in 1825; another in 1830 on the accession of William IV.; another in 1837 on the accession of Her Majesty; another in the next year on Her Majesty's coronation. Five years afterwards there was another on the birth of the Prince of Wales; and the last that occurred was in 1846. The entire want of system with reference to these promotions still tended as much as ever to keep the lists overcrowded, and the only check put upon them was the doubtful expedient which restricted them to one-third of the vacancies in each class. There were, in fact, on the several lists in 1846, when general promotions ceased,

See Report of the Commissioners on Naval and Military Inquiry, p. iv.

362. 606.

Admirals,	Captains,	Commanders,	Lieutenants,
153.	772.	1,138.	2,537.

"IV. An analysis of these lists in 1846 will show that the youngest Admiral was upwards of 70, the youngest Vice Admiral was upwards of 60, and the youngest Rear Admiral upwards of 55. Of the first 100 on the Captains' List, 30 were upwards of 70 years of age, 47 between 60 and 70, and only 23 under 60, the youngest being 55. Of the second 100, 11 were between 60 and 70, 47 between 50 and 60, and only 7 under 55. Of the third 100, 7 only were under 50, and none of these had the slightest chance of obtaining their flag until the age of 65. That, says Mr. Corry, who had been at the time the

5470. 5475.

the Secretary of the Admiralty, 'was the state of the lists in those days;' and he has explained the way in which it led to the Order in Council in 1847, when that which may be considered as the first retirement scheme was carried into effect.

"V. The cause of that Order, as stated in the preamble, was the growing insufficiency of the Admiral's List arising from the advanced age of the officers. This was an evil necessarily increasing, and it was considered that the only mode of bringing those who were still in possession of health and vigour nearer to the flag would be, by providing for the honourable retirement of the junior officers at the head of the List of Captains, thus opening the succession to the highest rank to younger men. Two hundred Captains were accordingly retired, and a limit was put on the two higher lists. It was ordered that the acting List of Captains should not permanently exceed 500; that the Admirals' List should not permanently exceed 150; and that the promotions from the Captains' List and the Admirals' List should be continuous, reserving always the undoubted right of the Crown to select officers for promotion whenever the public interest required such an exercise of the prerogative. It should here be observed, that that Order in Council was confined to the Admirals' and Captains' Lists, and it did not touch the Lists of Commanders and Lieutenants; but in 1851, another Order in Council was passed, which applied not only to Admirals and Captains, but to Commanders and Lieutenants also. Under that order, the Active List of Admirals was to be reduced to 99, exclusive of Admirals of the Fleet; the Active List of Captains to 350; the Active List of Commanders to 450; and the Active List of Lieutenants to 1,200. In order to accomplish this desirable object, large retirements were necessary; and though the dead weight of the navy was thereby considerably increased, yet the youth and vigour of the Active List was proportionately improved. As an illustration of this, it was stated by Mr. Corry, that in 1846, the senior officer promoted to flag-rank was a Captain of 38 years' standing; but about 10 years afterwards, the standing of the senior officers who were promoted to the same rank was reduced to 19 or 20 years. The flow of promotion was thus greatly accelerated. The Active List of all ranks was brought within regulation limits, and the general effect of those retirements in 1860, when the last Order in Council was passed, as regards both the Active and Retired Lists, may be judged of from the following Table:—

See Order in Council, 24 April 1847. Appendix, No. 1. 5466–5478.

——	On Active List.	On Reserved or Retired List.	Employed.	Total Number.
Flag Officers -	100	237	19	337
Captains - -	356	377	248	733
Commanders -	496	479	328	975
Lieutenants - -	1,073	515	786	1,588

"VI. From the foregoing Table it will be seen at a glance how much the Retired and Reserved Lists had grown and swelled, while those which are called the Active Lists have been materially reduced. The total numbers in all the lists which, in 1816, had reached 6,080, were brought down to 3,633; and while the Superannuated or Retired Lists had risen from 68 to 1,608, the General Lists had fallen from 5,933 to 2,025. Thus far a vast improvement had been effected in those which are called the Active Lists, as regards their numbers; yet, as regards the age, and the consequent efficiency of the different officers, the propriety of introducing still further improvements pressed itself on the consideration of two Boards of Admiralty. A plan for the retirement and promotion of Naval Officers was left by Sir John Pakington, when he quitted office, in the hands of his successor; and this plan was founded on the principle that the soundest test of the physical capacity of an officer for active service was the age at which he had arrived; and consequently that a scheme for retirement, based upon age, should be applied to all ranks; to Admirals when they attained the age of 70, and to Captains, Commanders, and Lieutenants, when they attained the age of 60. It was partly on the consideration of that plan, and partly on a review of the state of the lists, especially the Commanders' and the Lieutenants' Lists, that the Duke of Somerset recommended the partial adoption of the principle of age retirement, and that principle which was sanctioned by Her Majesty on the 1st of August 1860, was embodied in the Order in Council of that date. According to the Order in Council, the principle of age retirement was made strictly applicable to the Commanders' and Lieutenants' Lists, and partially applicable to the Captains' List, but it was not extended to the Flag List. The reasons for not extending it to the Flag List are stated by the Duke of Somerset, and we shall have occasion to advert to them hereafter. Captains also, who had served in their present rank, were not made subject to this new rule; but if they had not served in that rank, then they are retired at the age of 60, with the right to assume the rank and title of Rear-Admiral at the time they could have obtained their flag by seniority. With regard to Commanders and Lieutenants, both are retired at the age of 60, the one with the rank and title of Retired Captain, and the other

See House of Commons Paper, No. 251, Session 2, 1860.

4472.

with the rank and title of Retired Commander. It is to this Order in Council, the practical operation of it, and the different modes in which it has been applied to the different ranks, that the attention of Your Committee has been particularly directed. On the one hand, it has been urged that, for the good of the public service, a steadier and quicker flow of promotion is needed, and that this object can only be accomplished by a considerable reduction in the Active Lists, and by extending the principle of age retirement to all the four ranks in the Royal Navy. On the other hand, it is contended that the Active Lists could not admit of much further reduction; that those lists are in a more satisfactory condition than they have been since the year 1815; that the flow of promotion, owing to previous changes, is more rapid and more regular than it ever was before; that the extension of the principle of age retirement to the Admirals' and Captains' Lists depends upon considerations which do not apply to the Commanders' and Lieutenants' Lists; and that the flow of promotion would not be increased by it, unless it was accompanied with other alterations which it would not be prudent and politic to adopt.

4608.

"VII. It would probably be impossible absolutely to determine the controversial question which has thus arisen, without taking into consideration other matters which have not been referred to this Committee. With a view to the efficiency of the Naval Service, so far, at least, as regards its officers, there are obviously four or five points which require a full and careful investigation. These are—1st. The proper number for each of the different lists. 2d. The advantage of ensuring to the officers frequent employment. 3d. The financi al consideration of pay, pensions, and retired allowances. 4th. The rules and mode of promotion; and 5th. The circumstances under which retirement should be allowed or enforced. Out of these five points, clearly there are two which lie beyond the limits of the present inquiry—namely, frequency of employment, and the financial considerations; and therefore the Committee have confined their deliberations to the other three—namely, 1st. What should be the numbers on the different lists for the good of the service. 2d. What should be the rules and mode of promotion; and 3d. What should be the circumstances under which retirement should be allowed or enforced.

First Point—What should be the Numbers on the different Lists.

907, 908. 1080.

"VIII. In regulating the numbers on the different lists, the difficulty is to provide, not only for the requirements of peace, but also for the contingencies of war. Mr. Corry has justly remarked, that we ought never to look upon the Navy as a peace service, but as a war service: 'If it is to be a peace service,' he added, 'I will undertake to reduce 'the Navy Estimates four or five millions to-morrow. It is, in my opinion, more essential 'to the efficiency of the service to attend to the *personnel*, including the officers, than to 'the *matériel*. You can increase the *matériel* more rapidly than you can by possibility 'increase the *personnel*.'

1187. 2094.

"Lord Lauderdale has stated the matter with great force and clearness: 'You must 'make a compromise between the two. If you had a small body of officers always afloat, 'the moment you were called upon to commission a number of ships, you would have no 'officers to put into them; and if you had a very large list, then half the officers would 'never be employed; the difficulty is to hit the medium.' This difficulty is still further

1706. 5572.

increased by the changes that are introduced from year to year in the size and construction of war ships, and the consequent uncertainty whether the demand for officers will be as great under the altered system, or whether the system of the different ranks will be relatively the same as it has hitherto been. Not losing sight of these difficulties, we will now examine, according to the evidence, the opinions propounded by the most experienced officers.

"*Cadets.*—The entry of cadets is not limited; and it would be detrimental to the service that they should be limited. A judicious check is indeed required, but not a fixed number. The supply on the entries, says Lord Lauderdale, 'should be regulated

1078.

'by the demand, and the proportion of entries ought as far as practicable to be regulated by

760. 773. 1258. 1261. 1868. *See* Report.

'the promotions or the vacancies in the higher ranks.' The number must depend on two things, the number of ships to be commissioned, and the number of officers in the ranks immediately above them, whose places, as vacancies occur, they will have to fill up. Once it was attempted, pursuant to the Report of the Select Committee on Navy, Army, and Ordnance Estimates, to limit these entries to 100. But this regulation, which was apparently successful for a time, soon afterwards failed. From 1848 to 1853, the numbers entered averaged about 80 or 85. It was then found that the service had been crippled by too large a reduction. The Sub-Lieutenant List was inconveniently small; and the

4509–4517.

Lieutenant List was in a very inefficient state. The necessary result was that this regulation was altered. The supply had been too short. And so, in order to make up deficiencies, the numbers entered in 1859, was 236; in 1860, 179; in 1861, 174; and in 1862, 189.

592.

When the Lieutenant and Sub-Lieutenant Lists are properly recruited, it is contemplated that those high numbers need not be kept up. But, at all events, experience shows that there will be danger in laying down too rigid a rule, and it will probably be best to

4798.

leave these matters to the responsible advisers of the Crown, only taking care that the number is stated as it is now in the annual estimate, which will give an opportunity to those who are interested in naval affairs of watching and checking the entries that are made.

"*Sub-*

"*Sub-Lieutenants.*—All witnesses are agreed that the number of Sub-Lieutenants is at present too small, and it is difficult to fix what it should permanently be; probably not more than 300, and not fewer than 150. There are at present about 120; the exact number can hardly be computed before hand, for it will depend on the number of Cadets and the supply of Midshipmen, and those two lists must therefore depend very much on each other. 92. 1080. 1326. 2450.

"*Lieutenants.*—The Lieutenants may be said to be the strength of the Navy; certainly, their list governs to a great extent all the others. There are now about 806. There might be according to the regulated number a maximum not exceeding 1,200. This maximum may be a little too large; but the oldest and most experienced officers deprecate its reduction below 900 or 1,000. Sir James Hope observed, that there is no point more material to the efficiency of the service, than that there should be an ample supply of Lieutenants. Lord Lauderdale had previously remarked that the present 'number sounds 'large; but if you are to be prepared with a sufficient number of Lieutenants to meet the 'exigencies of a great war, then your number would be short if you reduced it below that 'amount; you cannot make efficient Lieutenants in a short time.' The Duke of Somerset emphatically stated, that, in his opinion, 'it would be very unsafe if the war broke out with 'a smaller number than 1,000 Lieutenants,' and then he added, 'at least, I should be very 'sorry if I were to be responsible for the maritime power of the country to have a smaller 'number.' After this, we do not hesitate to say that, including Lieutenants on the Coast Guard Service, 1,000 is the lowest at which the Active List of Lieutenants can prudently be put. We are quite aware that this list is so large as to render the promotion of all of them impracticable; but we shall endeavour to deal with that difficulty at another part of this Report.

Lord Lauderdale, 1075. Rear Admiral Mundy, 1324. 1410. Sir James Hope, 2068. 2166. Commander Parkin, 2529. Sir G. Seymour, 5078. 5333. Rear Admiral Elliot, 1814, and Captain Sulivan's Paper, page 30. *See* also 1310. 2072. 2977. 1076. 4675.

"*Commanders.*—The Active List of Commanders, looking only to the requirements of the service, is probably capable of some reduction; at present its maximum is 450. But more than half of these are unemployed. The principal reason for keeping up that list at so high a number is, that it affords an outlet from the Lieutenants' List. We cannot deem that reason sufficient, especially when it leads to so much injustice to the Commanders themselves. The Commanders' case is considered by Admiral Mundy as the hardest in the service. His 'normal state' is certainly that of being on shore; 'as soon as he has 'obtained his command he is placed in a state of enforced idleness, and he must be so as 'long as the number of Captains and Commanders on the lists are not reduced sufficiently 'to give him a prospect of employment.' Admiral Elliot confirms this opinion in the strongest manner; 'I know,' he says, 'that a Cammander on receiving his promotion at 'once acknowledges that he has no prospect whatever for three years of getting employ-'ment; that is the beginning of his career.' With such evidence before us, it can hardly be doubted, that, for the efficiency of the service, the Active List of Commanders might be advantageously reduced from 450 to 400. 1621. 5516. 5518. 1387. 1623–4.

"*Captains.*—The regulated number for the Captains' List is 350. It has been said of those, as it has been said of the Commanders, that more than half of them are unemployed at the present moment, and the state of that list is certainly one of the principal causes which prevents the officers from obtaining their flag rank at an efficient age. Therefore, the same reasons as those which would recommend a reduction of the Commanders' List would point to a reduction of the Captains' List also. At the same time, it ought not to be forgotten that such reductions can only be effected by considerable additions to the Retired Lists, which in both those ranks are very large. At the end of the year 1862 there were on the Active and Retired Lists of Captains 748 officers, of whom 407 were retired; and on the Commanders' List there were 1,138, of whom 695 were retired. To avoid this increase to the dead weight of the Navy, it has sometimes been suggested that the former system of promoting only one out of three vacancies should again be reverted to. But that would be worse than doing nothing, for it would prevent, and not accelerate, promotion, and it would clog the lower ranks with old officers. The only way in which a reduction could possibly be effected would be by a specific grant for the improvement of the Navy, and by applying that grant to the withdrawal of a certain number of officers, both from the Commanders and Captains' Lists. But that is a matter of general policy beyond the limits of our present inquiry, and, therefore, we offer no opinion upon it. 1621. 5320–1. 5344. 2280. 4583. 4586.

"*Admirals' List.*—With regard to the Active Flag List, and the proper number to be kept upon it, that is a question so much mixed up with the question of retirement, that we propose to consider both questions together.

"We will now turn to the second question.

"*Second Point.—What should be the Rules and Mode of Promotion.*

"IX. The nomination of Cadets for the Royal Navy is vested in the Board of Admiralty The average age of entry is about 13. They are then sent to the 'Britannia,' where they are educated for their profession about 15 months. On leaving the 'Britannia' they next pass a qualifying examination, and go to sea. At sea the Captain notes down what he thinks of every midshipman's conduct, and whether it has been good both intellectually and morally; all this is reported to the Admiralty and kept in a book. In about four years they become Sub-Lieutenants, if fit to be promoted. The promotion takes place rather by rejection than selection, that is to say, if a Midshipman has been idle or irregular in his

4519–4531. 4942, &c. conduct, he is kept back a little while; otherwise, he is advanced in order of seamanship. He continues a Sub-Lieutenant for about two years, and promotion now is so much more rapid than it was formerly, that he usually obtains his Lieutenant's commission at 20 or 21 years of age. The midshipman does not reach his sub-lieutenancy, and the Sub-Lieutenant cannot get his Lieutenant's commission until he has undergone a searching 5323. examination in seamanship, navigation, and gunnery, before three experienced officers, who give him a certificate that he is 'competent to the charge of, and can perform the responsible 'duties of officer of a watch on board any of Her Majesty's ships.'

"X. The system of naval promotion may be described generally as one of selection from the rank of Lieutenant to that of Captain, and of advancement by seniority from the rank of Captain to that of a flag officer; the qualification for selection being merely this, that the officer shall have served a certain period in each rank, and the qualification for advancement by seniority to become a flag officer depending upon this, that the Captain shall have served for certain periods of time in the command of a ship, that is to say six years in time of peace, four years in time of war, and five years if both are included. It may here be noticed that the system of promotion in the French navy* is exactly the reverse of that which takes place in ours. There, in the lower ranks promotions are made according to seniority; in the upper by selection. But the opinion of our own officers is generally in favour of our own rules, so far at least as regards those in the lower ranks, always, however, understanding by selection the selection of those who are the best officers.

* For an account of the French system, *see* Captain Hore's most interesting evidence. 1891, but *see contrà* 2414.

"XI. Tracing the progress of the young Naval Officer from his first entry as Cadet, until he obtains his commission as Lieutenant, the only material improvement which has been suggested to this Committee, is the establishment of a Naval College on shore, with training brigs and small steamers attached to it, in which they could learn the business of their profession. The nominations are fairly made, the education is good, but perhaps confined too much to the school and too little to seamanship. The advancement is certain 4531. 4841. 5281. if the conduct is steady; and there can be no reason whatever for supposing that the promotion is not sufficiently rapid. Whether the establishment of a Naval College in the 1360. 1597. 1826. 1929. 2074. 2035. 2332. 2455. 4942. 4712. 4752. 5094. 5157. 5274, &c. 5291, &c. manner suggested might not be advantageous, and whether such a college might not be made self-supporting by the admission of civilians as well as cadets, these are matters upon which much interesting evidence has been given, but it is rather for the Admiralty than for this Committee to decide upon them.

"XII. We have already stated that the Naval Officers are generally in favour of the 2234. 2289. 5162. principle of selection as applicable to the promotion of Lieutenants to be Commanders, and Commanders to be Captains. No doubt in former times when rank was given from political motives or political influence, the exercise of this principle was open to constant *See* 2314, 2315. 2945. and great abuses. But that has been rectified, and according to the now existing practice nothing can be fairer than the way in which the system is at present worked. The Duke 4844. of Somerset has thus described it: 'With regard to promotions made at the Admiralty, 'I go over the lists with the services of the officers; and I see also what the recom-'mendations of the officers in command of the different stations have been; I very often 'receive a private letter from the Admirals in command, pointing out such and such 'officers as being very efficient and zealous, and who are deserving of promotion, and whose 'promotion would be for the good of the service. We then take an opportunity to put 'them, if we can, into the next batch; but at the same time we take them, to a certain 'extent, from each station, so that the officers who are serving at a distance (serving, per-'haps, in the Pacific) may not see the promotion going to some other station, and not 'getting themselves a little share of it. We try to divide the promotions between the 'different stations.' While this practice continues, it may reasonably be expected that 4845 to 4862. the deserving officers will not be unduly passed over, and distinguished merit will meet with its reward. We can see no reason, therefore, for recommending an alteration in the system of selection as now applied to the lower ranks; and, when well administered, we entirely agree with the Report of the Commissioners on Naval and Military Enquiry, that 'it offers the best security which could be desired for reinforcing and reanimating the 'Navy to any extent, which the circumstances of the country might, on an emergency, 'render necessary.'

"XIII. Whether that principle should be extended at all to the promotion of Captains to the Flag List is another and a much more difficult question. At present this promotion is entirely by seniority with a certain amount of service. The Crown has, of course, *See* Report XLV. and *see* L. the power by its prerogative of advancing a Captain out of his order, but, practically, this power is rarely exercised. The evidence is conflicting as to the policy and propriety of calling this prerogative into active operation. Lord Lauderdale sees no necessity for it. Admiral Elliot, on reflection, thinks that it would be desirable to leave such a power in the hands of the Executive. Captain Sulivan is of opinion, that if you could guard 1204. against interest, 'decidedly selection should be one of the means of filling the Admirals' 'List, but it should be selection exclusively for service in action, in order to test the 1593. 'qualifications of a Captain to command.' Captain Horton approves of the existing rule, or rather, perhaps, he would take seniority as the rule and selection as the exception for distinguished service. Other officers have pointed out the theoretical advantages and the 2234. practical difficulties of substituting selection for seniority in the higher ranks. The Duke

of

of Somerset considers that, as we have now plenty of officers fully qualified for flag rank, the selection made would cause so much complaint and create so much ill-will, that it would be unwise for the Admiralty to take that power. It ought also to be borne in mind that, though the Admiralty, for nearly a century, endeavoured to maintain the principle of selection in the promotion of Captains to the rank of Flag Officers, yet, in practice, it was found so hard to put this principle practically into execution that it was totally abandoned, and since that time the advancement to Flag Officers' rank has been determined by seniority alone. On the other hand, the evils of a rigid system of rotation have been so long and so strongly felt that the subject cannot be lost sight of in an inquiry like this; and it should also be added, that the authorities in favour of some alteration are of such weight, that we do not see how they can wisely be rejected. The Commissioners in 1840 expressed their opinion that the propriety of selecting to flag rank was unquestionable. 'The responsibility involved in the exercise of a Captain's command, viewed either in 'relation to the public or to those placed under his immediate authority and control are so 'great, and the interests that may be intrusted to his charge are so important, that we 'could not, with satisfaction to ourselves, neglect to express our entire conviction that the 'promotion to this high office should be made under the direct authority of the Minister 'of the Crown, upon a selection, to be governed by his discretion, under the usual respon-'sibilities in the exercise of that power.' In 1846 Lord Ellenborough, when at the head of the Admiralty, made this memorandum on the subject. 'The Government should, in 'the first instance, declare that although desirous of affording to a part of the older 'Captains the option of retiring from the service, with an immediate increase of emolu-'ments as a compensation for their chance, however remote, of succeeding eventually to 'the higher emoluments of the flag, they would not proceed one step without the distinct 'admission of the principle, that, in some fixed proportions, all future promotions to the 'flag by seniority are to be accompanied, at the discretion of the Government, by promotion 'by selection.' Sir Byam Martin thought that it would be a dangerous power to give to the Admiralty, but that it would be a very useful one, if properly exercised. And the Select Committee of the House of Commons on Navy, Army, and Ordnance Estimates in 1848 carefully showed how the objections to a limited principle of selection might be more than counterbalanced by the advantages accruing to the public service; and so, notwithstanding the great difficulties which surround the subject, we are inclined to press their former recommendation again on the consideration of Her Majesty's Government. The following are the words of that Committee:

2421, 2422. 2948. 2953. *Contrà* 3063. 5576. Report on Naval and Military Inquiry, LVI. 5576.

"'Moreover, to ensure a constant influx of young officers into the List of Admirals, 'effect should be given to the prerogative of the Crown;" and your Committee suggest 'that two only of those Captains shall be made admirals by seniority, and that every third 'Captain shall be promoted to the Flag by selection.'

"'It may be objected that the door is thus opened to favour, and that selection nomi-'nally for merit will end in selection on account of undue influence. Your Committee 'believe that public opinion, and responsibility to Parliament, are strong enough to pre-'vent an abuse of this kind. The power of selecting Captains to be made Rear-Admirals 'is not greater than the power of choosing Admirals for the command of fleets, and Cap-'tains for the command of ships; it is not different from the power which now selects 'Commanders to be made Captains, and Lieutenants to be made Commanders, without 'any preference whatever given to seniority in these lower ranks, where merit is compara-'tively untried and unknown. This power of selection is indeed a trust which must be 'exercised with justice and discrimination. The duty is invidious; but the faithful per-'formance of it will ensure the constant promotion of officers in the prime of life to the 'highest rank in their profession. The public will be the gainers; great advantage will 'still be given to seniority; no injustice will be done if good service and approved merit 'be the rules which shall guide the selection, and the greatest reward will be held out to 'signal gallantry and to exemplary conduct.'

"XIV. The only points connected with promotion which remain to be considered are whether it is wise to continue, as at present, haul-down promotions, promotions to death vacancies at foreign stations, and Board promotions.

"*Haul-down Promotions* are 'no more than a reasonable compliment to a Flag Officer 'on striking his flag, and require no comment from us.' Such are the words of the Commissioners on Naval and Military Enquiry; and the evidence shows that though these promotions have often been conferred on relations and friends, yet there is no reason to think that they are not given to deserving officers. To avoid abuse, it might possibly be advisable that those promotions should be limited to officers of a certain standing in the service.

Report on Naval and Military Inquiry, p. 21.

"*Promotions to Death Vacancies on Foreign Stations* are not merely to be considered as a reasonable compliment to Flag Officers, but as a means of encouraging young officers so to conduct themselves as to deserve the good opinion of those who are placed over them. They are the legitimate patronage of officers in command, and the selections of late years are said to have been very good.

4854, 4855.

"*Board Promotions* are promotions made for distinguished service. Instead of being made by the First Lord alone, they are made by the Board, and they are therefore looked upon

See on this subject 630–980. 1313. 1456.

1469. 2317. 4689–4691.

upon as a greater compliment. In addition to this, they are the only promotions which can be made when the lists are full, and merit deserves them. Admiral Mundy's remark on all these promotions is entitled to much respect. 'I think it is essential for the maintenance of a proper *esprit de corps* throughout the service, and for a wholesome encouragement and a legitimate stimulus to every class of officers, more especially in the lower ranks, that the naval members of the Board of Admiralty should have the power at any time, if they thought proper, to reward officers who had taken advantage of the opportunities which presented to distinguish themselves, either before the enemy, or in undertaking naval responsibility in any great crisis which might occur. I am quite in favour of retaining that power. I consider it also desirable that the haul-down and death-vacancy promotions should be continued in Commanders in Chief. The system works well, and is looked favourably upon by all classes of officers.'

"Third Point.—What are the circumstances under which Retirement should be allowed or enforced.

"XV. 1. The Retired, as well as the Reserved Lists, are the fruits and the proof of that vicious system of promotion which prevailed in the Navy from the General Peace until 1846. The Active Lists were so crowded, promotion so obstructed, older officers so abundant, and younger officers so rare, that large retirements became a necessity. Hence arose that vast number of Reserved and Retired Lists, which have nearly exhausted, in the designations given to them, all the letters of the alphabet. It has been suggested

230, &c.

that all those Lists should be consolidated together; but if by that it is meant to make retrospectively the different amounts of Retired Pay the same on all Lists, we can see no justice in such a proposition. It has been further suggested to us, that the distinction between the Reserved and Retired Lists ought practically to be maintained, so that those officers who are on the Reserved List might be actually called out into service again; but

716. 4596.

380, &c.

it rather appears to us, that it is much more intelligible, as well as more just, to have two Lists in the service, and two Lists only, namely, an Effective and a Non-Effective List. It has also been contended that the operations of some of the orders under which retirements have been made, especially of the Order in Council of August 1860, have worked

426. 449. 473. 1285. 1764. 1809. &c.

injuriously and unjustly to those officers who were retired before, because they would have been entitled to greater advantages under that order, than they receive under the orders by which they were retired; but we concur in the answers given by the Duke of Somerset to such complaints, that many of those officers have gained by the retirement of 1849, of 1851, of 1856, and of 1858; that they have all gained promotion by them; and that they have obtained advantages quite unexpected by them when they entered the service. The only improvement which appears to be practicable in these Retired and Reserved Lists, is to provide, as the old ones die out, that the system of retirement should be made in

See 4595, 4596. 4631.

See also 5394 to 5402.

242. 244.

future as nearly uniform as possible in the different ranks of the Navy

"2. It will be remembered that the present rules require absolutely the retirement of Lieutenants and Commanders at 60 years of age, and Captains conditionally at the same age, if they have not served in that rank afloat. The great difficulty in the application of these rules will probably arise from the future state of the Lieutenants' Active List. For the good of the service that list ought to be kept up at 1,000; but when it is borne in mind that the outlet from it is much smaller than the inlet into it; that the whole number of Lieutenants, in the ordinary course of things, never can expect to arrive at the Commanders' List; and that they are nearly worn out for useful service in that rank by 45 years of age; the conclusion seems to be almost irresistible that some scheme of retirement ought to be provided for those who will be unable to go on in the service or obtain promotion. Captain Moore's remarks on this point are entitled to attention: 'I think,' said he, 'that it would be the greatest possible assistance to the service, if some scheme of that kind could be devised. I always thought that the great difficulty was in providing for the Lieutenants. I think it is absolutely necessary that a much larger number of Lieutenants should be employed than can possibly be provided for by promotion; and if it were possible to devise any scheme by which they could be reduced after having given a certain portion of service, I think it would be most conducive to the

5306–5309. 1109. 1113. 1371. 1671. 2162, &c.

interests of the service.' . . . That is the main point. These remarks are strikingly confirmed by other witnesses.

"3. Whether the principle of compulsory retirement on account of age should be extended to the Captains and the Flag Lists, has been much agitated before the Committee. In support of the affirmative of this proposition, the principal points which have been relied upon, are, first, the injustice of treating the higher and lower ranks in a different manner; secondly, the impolicy of keeping on the Active List those who from age may reasonably be presumed to be unfit for service; thirdly, the necessity of making promotion more regular and steady; and, fourthly, the impossibility of obtaining that object unless the rule of age retirement is generally enforced. The subject is a difficult one; it was recommended to the Admiralty by Sir J. Pakington in an able paper which he left behind him when he quitted office in 1859, and it is said to have received the concurrence of more than 1,200 officers.

See Parl. Paper No. 377, House of Commons, 1860. *See* letter of 1 May to the Duke of Somerset, Parl. Paper, No. 51, House of Commons, 1863; and *see* also on this subject, 1068, 1198. 1298. 1876, &c.

"4. With regard to the first of the reasons alleged, sufficient consideration has not been given to the different conditions, under which the lower and higher rank can be retired. The certainty of promotion in the higher rank is secured to them by seniority; and now to interpose

interpose a new condition of age would deprive them of an advantage, which, by the usage of the profession, they anxiously look forward to, and are entitled to expect; but the officers in the lower ranks are retired at a time when they have little or no chance of employment or promotion, and consequently they have little or no chance of improving their condition, except by being put on the Retired List. Again, when the Lieutenant or the Commander is retired, he usually receives both higher rank and higher pay than he would have received if he had remained on the Active List, which is applicable to his rank; but if an Admiral were retired at a fixed age, he could not receive higher rank, and it would be difficult to find any principle on which he should be entitled to receive higher pay. These reasons, together with others to which we shall advert, influenced the Duke of Somerset in drawing a distinction between the higher and lower ranks, when the Order in Council of 1860 was passed; and they seem to be very strong in favour of that distinction, unless the order could have been made prospective as to Captains and Admirals.

See 4666. 4808. 5503, 5504.

"5. With regard to the second reason, namely, the impolicy of keeping on the Active List those who from age may reasonably be presumed to be unfit for service, it may well be doubted whether the increase of age can positively be insisted on as a fixed rule which ought never to be departed from. If so, according to the evidence, every Lieutenant ought certainly to be retired at 45 or 50; and it would be utterly impossible to reconcile with policy or with justice the notion that a Captain who, according to the scale, would have 10 good years of service in him as an Admiral, should be withdrawn at once from the service, merely because he had reached the age of 60 just before he could obtain his flag. The adoption of that rule would shut out from promotion several of the best Captains, who may fairly expect the rank they look forward to at no distant period.

"6. With regard to the third reason, namely, the necessity of making promotion more regular and steady: that is a reason which hardly applies to the present state of things, since the great improvements which have already been effected. The Duke of Somerset has said, 'that comparing the condition of the Navy List now with its former state, in any former year, it will be found that promotion has been more rapid and regular: that the per-centage of officers employed is 'much larger, and that the payments for half-pay and 'retirements are higher. These are three advantages which tend, as I think, to the 'efficiency of the Navy, and the Lists are now in a more satisfactory condition than they 'have been since the year 1818.' In confirmation of this statement, it may here be remarked, that it appears from a Return which has been laid before us, that the Captains promoted to the Active Flag List during the last 10 years have been 86; the Commanders promoted to be Captains during the same period have been 245; and the Lieutenants promoted to be Commanders 519. And when it is remembered that the rate of promotion since the reduction of the list has not had as yet a full trial,—that there are twice as many Admirals on the Flag List under 65 and 70 years of age—the two ages at which it is proposed to retire them—than are actually required for present employment,—that it is positively stated that the list is improving, and that there are more than officers enough for the service, surely it is right to pause a little before we adopt at once a plan which, however much it might accelerate promotion, would certainly add to the dead weight of the Navy, and that too to a much larger extent than the exigencies of the service would seem to demand.

4608.

"7. With regard to the 4th reason, namely, the impossibility of obtaining more regular and rapid promotion, unless the rule of age retirement is equally applied to all ranks, it is by no means clear that such would be the case. Three plans of retirement on account of age, combined with a reduction of the number on the Flag List, have been submitted to Mr. Finlaison, in order that he might calculate the number of vacancies which would probably take place on the Flag List during the next 10 years, and compare the results with those vacancies which are likely to arise under the existing regulation, and he has arrived at the conclusion that the absolute amount of promotion would no doubt be greatest under the present system. At the same time, it ought to be added, that in estimating the comparative efficiency of the four plans, he has expressed his opinion, though 'with some diffidence, that relatively to the other plans, for extent of promotion, combined with the formation of an effective list of younger officers, the third seemed to meet a preference.' "

See Appendix, Memorandum by Mr. Finlaison.

"XVI. Seeing, then, that the absolute amount of promotion will undoubtedly be the greatest under the present system; seeing also that the necessities of the Service do not require the proposed alteration; seeing that such a change would grate harshly on the feelings of many old and deserving officers; seeing that it would operate very unjustly on several Captains at the head of the List, who are capable, if permitted, to do honour to the flag, and who have long been looking forward to that flag as the legitimate prize of an honourable ambition;—seeing, further, that it would be unreasonable to retire such officers without some compensation for this blight on their prospects, and that such compensation could only be given by a considerable addition to the dead weight of the Navy, your Committee are unable now to arrive at any other conclusion than that, however advisable it may become hereafter, on fair notice and with proper regulations, to apply the principle of compulsory retirement to all ranks equally; yet policy and prudence, justice and economy, alike concur in deprecating the adoption of such a measure at the present moment. And

5173 to 5176.

though the question of pay, pensions, and retired allowances are not submitted to your Committee's consideration, yet it would not be right to overlook the fact that, unless the requirements of the Service demanded it, they would not feel justified in recommending to the House any plan which, without necessity, would add materially to the large charges already weighing so heavily on the Reserved and Retired Lists. The retirements which have taken place between 1846 and 1860 have, unquestionably, improved the flow of the promotion and the efficiency of the Service; but this has been done at a great cost to the
5548. State, and the diminution of that cost is only just commencing. In 1857, the charge for the Reserved and Retired Lists amounted to 315,788 *l.*; in 1858, to 398,206 *l.*; in 1859, to 398,898 *l.*; in 1860, to 386,083 *l.*; in 1861, to 420,210 *l.*; in 1862, to 412,412 *l.*; and in this year to 410,282 *l.* Thus, to increase the efficiency of the Navy, great sums have been expended in these retirements; and if that efficiency (which is, or ought to be, the first consideration), really requires that more should be attempted in the same direc-
5547. tion, the cost ought not to stand in the way; at the same time, if the efficiency of the Navy does not require it, it ought not to be done.' Such are the words of a gentleman who has twice filled the office of Secretary to the Admiralty, and in the opinion so expressed your Committee entirely concur.

"*Miscellaneous Points.*

"XVII. In addition to the main questions which have formed the subject of this inquiry, several other incidental points have been brought under our notice—such, for example, change of title, gazetting commissions, warrant officers, surveying officers, engineers, paymasters, and chaplains. Upon each of these your Committee will add a few remarks.

"1.—*Change of Title.*

"It is said that a considerable desire has been manifested, on the part of many naval
640. officers, to make the titles in the Army and Navy exactly correspond. But it seems to be
2305 to 3212. more likely that as a matter of professional feeling the officers, generally, would cling to the old names of the Service. When such a change was suggested to Sir James Hope, his answer was: 'I am entirely opposed to all that; I consider it childish.' Captain Moore has probably given the real sentiments of the Profession in these few words: 'I 'am against changing the names; I prefer the existing titles, and I should be very 'sorry to be called by any other name than the captain of a British ship; I prefer that, 'old though I am.'

"2.—*Gazetting Commissions.*

"Whether it would be desirable to gazette the promotion of a naval officer, in the same way as is done on the promotion of a military officer, is not a matter of much importance; but if it would give satisfaction to the naval officers, there are not, so far as your Committee are aware, any valid reasons against it.

"3.—*Warrant Officers, &c.*

"The position and duties of the Warrant Officers has been a good deal pressed on the
See Appendix No. 6, and Appendix No. 9. consideration of the Committee. Their whole case is admirably stated in a paper delivered in by Captain Moorman. Upon 'no class of officers,' he truly remarks, 'does the efficiency 'and good order of Her Majesty's ships more depend than upon them;' and his warm description of their merits and value is hardly overcharged.

See also 1303. 579. 586. 1156. 1303. 1365. 1599. 1745. 1904. 2133. 4597. 4681. 5100. 5149. 5285, &c. "'They are mutually regarded by both superior officers and men as the one depending 'link upon which the effective state and discipline of the ship hangs. To them the younger 'officers and crew are indebted for their early training in professional knowledge, and from 'the oldest man to the youngest boy of the latter, they are relied on for precept and example; 'and to their good offices in mediation and counsel more is effected in checking evil and 'punishment, and prompting to good, than to all other causes.

"'Too much cannot be done for the encouragement of these effective workers and 'exemplars; and since they are selected and promoted from the most intelligent and active 'seamen of the fleet, whose good conduct and service have further recommended them for 'advancement, the advantages of promotion should be so unquestionable, as to render it an 'object of unceasing ambition to them, which can only be secured by adjusting the pay and 'allowances of those officers upon just and equitable terms, rendering their status as officers 'more distinct and respected, by assigning them a definite and positive rank; increasing 'the rates of pensions to their widows in accordance with progress in class and rank; 'keeping faith with them in the bestowal of promotion to the Active List of Lieutenants 'for such exceptional case of extraordinary merit and gallant conduct as ability and 'former exemplary conduct and service may warrant in justice to the deserts of the 'recipients.'

"The evidence of many witnesses support the views entertained by Captain Moorman, but as their views principally depend on questions of finance and naval organization, more than to questions on promotion and retirement, your Committee can do no more than to call the attention of the Admiralty to them.

"The last remark also applies to the case of the masters, engineers, surveying officers, and paymasters.

"With

"With regard to the chaplains, strong recommendations have been urged in favour of appointing a chaplain general to the Navy; and in some respects it might be advantageous. But the Duke of Somerset has observed, and your Committee are inclined to concur in the observation, that if it be meant by a chaplain-general, that the chaplains should communicate directly with a chaplain-general, and that there should be a certain spiritual supervision in the Navy, that, in his opinion, would be very mischievous. 1224. 1832. 2400. 4602. 4966. 5101. 5270.

"XVIII. On reviewing the whole matter, your Committee will now sum up their recommendations under the following heads:—

"In the first place, as regards the number of officers on the Active Lists, your Committee recommend,—

"1st. That the Flag List should remain, as at present, unaltered.

"2d. That the Captains' List should not exceed, as a maximum, 300, instead of 350.

"3d. That the Commanders' List should not exceed, as a maximum, 400 instead of 450.

"4th. That the Lieutenants' List should not be less than 900, nor more than 1,000.

"5th. That the Sub-lieutenants should not be limited to any fixed number, but that their list should vary between 150 and 300, according to the wants of the list above them.

"And 6th. That the entry of naval cadets should be left to the judgment of the Board of Admiralty, measured by the requirements of the Sub-Lieutenants' and the Lieutenants' Lists.

"In the second place, as regards the advancement and promotion generally of naval cadets and commissioned officers, your Committee recommend—

"1. That the expediency of establishing a naval college with training brigs and small steamers attached to it, should be considered by the Admiralty.

"2. That the college shall be made, as far as practicable, self-supporting.

"3. That the principles of selection should still be continued in the promotion of Lieutenants to the rank of Commanders, and of Commanders to the rank of Captain.

"And 4. That the principle of selection should so far be extended to the higher ranks as to bring into active operation the prerogative of the Crown in the promotion of one out of three captains to the Flag List, when vacancies occur.

"In the third place, as regards retirement, your Committee recommend—

"1. That retirement should be offered to lieutenants at 45 or 50 years of age, in those cases when they are not likely to obtain promotion or employment.

"2. That the experiments of compulsory retirement on account of age should still further be tried before it is extended.

"3. That it would not be just to apply that principle to the Captains' List at present.

"4. That if that principle should be applied to the Captains' List, it would probably be right to fix a higher age than that which is applicable to Commanders and Lieutenants.

"And 5. That it would be inexpedient to apply the like principle to the Flag List, until it is found that the efficiency of the Service really requires it.

"Without going into the question of pay, pensions, and retired allowances, your Committee cannot but feel that any recommendations of theirs must necessarily be considered as imperfect and incomplete. On the one hand, they wish it to be distinctly understood, that it is for the efficiency of the Navy, and for that alone, that they have suggested the propriety of certain reductions in the Captain and Commanders' Lists; that they do not presume to give an opinion as to whether those reductions would now be admissible on fiscal grounds. On the other hand, they have refrained from investigating a variety of questions which are intimately connected with promotion and retirement, such as whether the scale of pay is now sufficient to secure an Active List of zealous and efficient officers in the different ranks of the Navy; whether larger allowances might not in some instances be advantageously given to officers in command on foreign stations; whether the withdrawal of batta has not had the effect of narrowing the choice and selection of Admirals in the Indian and Chinese seas; whether the retired pay of the different officers should not be placed on a more uniform footing, according to their rank and periods of service; and whether it is possible to determine the question either of enforced or optional retirement, without taking into consideration the pensions or allowances which it may be right to offer as inducements to relieve the Active Lists when they get clogged

or overworked. All that your Committee has been enabled to do, and all that your Committee has attempted to do, is to decide, so far as the limited nature of their inquiry would permit, what (irrespective of financial considerations) would be most conducive to the public service in regard to numbers, promotion, and retirement. The result of their deliberations, founded on the evidence of some of the best and ablest officers whom the Service can produce, they now submit to the judgment of the House."

Question, That the Draft Report be read 2°, paragraph by paragraph, put, and agreed to.

Paragraphs to section 3 of paragraph XV. inclusive, postponed.—Section 4 of paragraph XV. being read 2°, an amendment was proposed, to leave out this and the following paragraphs to the end of paragragh XVI., in order to insert the following—(Sir *John Pakington*): —" Your Committee, after careful consideration of the evidence they have received on this subject, are of opinion that the principle of compulsory age retirement ought not to be limited, as by the Order in Council of August 1860, to the ranks of commander and lieutenant, but should be extended fully to the higher ranks of captains and flag officers.

" It will not be disputed that the two great objects which, for the sake both of the country and of the naval profession, it is sought to obtain, by whatever system of promotion and retirement may be in force, are—1. Efficiency in every rank; 2. That the flow of promotion shall be as steady as possible, and sufficient in amount to give reasonable encouragement and reward to officers.

" It seems abundantly proved by the experience of the last 20 years, that so long as vacancies in the Active Flag List are caused only by death, neither of these important objects can be secured.

" Attempts have been made from time to time to check the evils which have arisen from the want of a better system, by the creation of new retired lists; but even the temporary success which has attended these measures has not been of a satisfactory character. A sudden rush of promotion is not what is either wanted by the country or desired by the profession; such promotions are, no doubt, acceptable to the individual officers who benefit by them; but it is no compensation to an officer who finds that age is advancing while his position in his profession is not, to be told that there was a glut of promotion a few years before, and that probably in a few years more there will be another.

" The history of the last few years affords convincing proof how unsuccessful are these contrivances, so long as the present system remains unchanged.

" In 1847 it was found necessary to pass an Order in Council for the purpose of 'bringing officers still in possession of health and vigour nearer to the flag, and providing for the honourable retirement of those at the head of the list of captains.' This plan was well devised for its immediate object, but only four years passed away before, in 1851, it was found necessary, under the Naval Administration of Sir Francis Baring, to represent to the Queen, 'The evils and inconveniences which have resulted to your Majesty's Naval Service from the present state of the Navy List;' and thereupon another Order in Council published another plan, again to be followed by much immediate effect, but by such insufficient permanent good that in 1859 the Board of Admiralty once more found it necessary to consider the 'evils and inconveniences of the state of the Navy List;' and the present Board of Admiralty adopted the plan of 1860, in which they stopped short of the only change which can afford an effectual remedy, and this Committee is the consequence.

" Your Committee are deeply impressed with the necessity of adopting some plan which shall look beyond mere temporary mitigation, and by enacting a remedy as self-acting as the evil, put an end, if possible for ever, to these alternations of promotion and stagnation.

" It is no answer to such facts as have been just narrated to say that the state of the Navy List is improved.

" The Duke of Somerset, though unfavourable to extending age retirement to the upper ranks, frankly admitted in his evidence, that 'the upper list may again get somewhat clogged, even with our arrangements; our measure, with regard to the captains, tends a little to relieve it, but still I think that in the course of years some other measure may be required;' and, when asked if 'the repetition of inequality and unsteadiness in promotion was not itself an evil,' his Grace only said, 'I think it has been an evil, but I do not see how you can obviate it.'

" But although the Duke of Somerset was an able and competent witness, and these admissions, when considered together with his Grace's views as to the employment of 'young men' as commodores in case of war, must be considered large and important, it may be said that the Duke's evidence only expressed opinions, and that opinions may be erroneous.

" It is therefore desirable that the statements of those able actuaries, Mr. Finlayson and Mr. Willich, as bearing on this question, should be considered.

" From those calculations it appears, that by the present system promotion to flag rank will, in the next 10 years, extend to the 66th qualified captain, while if age retirement is adopted,

adopted, it will extend to the 83d. Again, if the present system is unchanged, the average age of the 20 junior rear-admirals, at the end of the next 10 years, will be 60, but with age retirement it will be only 55½.

" These are important considerations; but there is another deduction to be made from Mr. Finlayson's calculations, which seems to present this question in a still more striking light.

" Again, looking forward to the end of the next 10 years, and assuming no change of system, it appears that in July 1873, of the senior 100 captains then at the head of the Captains' List who are or may become qualified for their active flag,—

1	will be	above 75 years of age.
2	„	from 70 to 75 „
2	„	from 65 to 70 „
29	„	from 60 to 65 „
37	„	from 55 to 60 „
23	„	from 50 to 55 „
6	„	from 45 to 50 „
100		

" It will thus be seen that no less than 71 of the senior 100 captains will be above 55 years of age; and as the death vacancies in the present Active Flag List appear to average about 6½ per annum, it will take about 15 years for the junior of those 100 officers to reach his flag. The junior officer of these 100 will be Captain Moorman, whose seniority in that rank is 1857, and as he would not reach his flag till 15 years after 1873, *i. e.*, till 1888, he would be 31 years in passing through the Captains' List, instead of 20 or 21 years, as of late has been the rule.

" If these statements are correct, where will the 'young men' be found, by whose appointment, as commodores, the Duke of Somerset proposes to compensate the disadvantages of an aged Flag List?

" With such facts before them, the Committee can only ask, are they to be deterred from adopting an obvious remedy, by the allegations which have been made, that compulsory age retirement would operate unjustly and injuriously on the officers who have arrived at the head of the Navy List?

" There can be no doubt that all proper consideration is due to the position and the feelings of those officers; all of them have served their country well—several of them are men of great distinction—but your Committee cannot believe that at the close of an honourable career they would desire, from any selfish considerations, to impede changes which the welfare of the Naval Service may require; and especially as it appears not difficult so to arrange any change which has been as yet contemplated, as to prevent it from involving injustice to those officers.

" Your Committee therefore feel that they would inadequately discharge the duty entrusted to them, were they to take a narrow or restricted view of that duty, or were they to abstain from considering what will be the effect upon the Naval Service, in future years, of the course they now recommend.

" For these reasons, your Committee, as above stated, recommend that the principle of compulsory retirement by age, be applied to officers of all ranks in the Royal Navy, and that the ages of 60 and 70 be adopted for the ranks of captain and admiral, respectively. But it will be a question for the Executive, whether this principle should be brought immediately or gradually into operation. Your Committee are further of opinion that simultaneously with the adoption of this system of retirement, the Active List of flag officers should be reduced to 75, exclusive of Admirals of the Fleet."

Question put, " That the following words proposed to be left out stand part of the Report:—' 4. With regard to the first of the reasons alleged, sufficient consideration has not been given to the different conditions under which the lower and higher rank can be retired.' "—The Committee divided:

Ayes, 8.	Noes, 6.
Mr. Finlay.	Mr. Maguire.
Mr. Scourfield.	Sir J. Pakington.
Mr. Berkeley.	Sir W. Miles.
Mr. Ayrton.	Sir H. Willoughby.
Mr. Dodson.	Sir J. Elphinstone.
Sir F. Baring.	Sir John Hay.
Sir H. Verney.	
Lord C. Paget.	

[Adjourned to Monday, at Twelve.

Lunæ, 20° *die Julii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Lord C. Paget.	Mr. Berkeley.
Mr. Finlay.	Sir John Hay.
Mr. Ayrton.	Sir W. Miles.
Sir H. Willoughby.	Mr. Scourfield.
Sir F. Baring.	Mr. Dodson.
Sir J. Elphinstone.	Mr. Maguire.
Sir H. Verney.	

The Committee proceeded to the consideration of the paragraphs postponed at the preceding meeting:—Paragraphs I. to VII. Amendments made, and paragraphs agreed to.

Paragraph VIII. section "Commanders," read, and amendments made.—Line 2 from the bottom, Amendment proposed, to leave out the words "for the efficiency of the service," in order to insert these words, "looking to the present wants of the service alone"—(Lord *C. Paget*).—Question put, "That the words proposed to be left out stand part of the paragraph."—Committee divided:

Ayes, 6.	Noes, 3.
Mr. Ayrton.	Mr. Berkeley.
Mr. Finlay.	Sir H. Verney.
Sir F. Baring.	Lord C. Paget.
Sir W. Miles.	
Sir H. Willoughby.	
Sir J. Hay.	

Section "Captains".—Amendment proposed, to leave out from the word "retired" to the words "old officers" inclusive—(Sir *H. Verney*).—Question put, "That the word proposed to be left out stand part of the paragraph."—Committee divided:

Ayes, 5.	Noes, 6.
Mr. Ayrton.	Mr. Finlay.
Mr. Berkeley.	Mr. Scourfield.
Sir F. Baring.	Sir H. Verney.
Lord C. Paget.	Sir W. Miles.
Mr. Dodson.	Sir H. Willoughby.
	Sir J. Hay.

Line 5 from the bottom of the Section. Amendment proposed, to leave out from the word "retired" to the word "lists," in order to insert these words: "There are two ways of effecting such a reduction. One by the immediate withdrawal of a certain number of officers; the other by reverting to the system of promoting only one out of a certain number of vacancies. But your Committee consider that it would be beyond their order of reference to make any recommendation on this point"—(Mr. *Dodson*.)—Question put, "That the words proposed to be left out stand part of the paragraph."—The Committee divided:

Ayes, 9.	Noes, 2.
Mr. Ayrton.	Sir H. Willoughby.
Mr. Berkeley.	Mr. Dodson.
Mr. Finlay.	
Mr. Scourfield.	
Sir F. Baring.	
Sir H. Verney.	
Lord C. Paget.	
Sir W. Miles.	
Sir J. Hay.	

Amendment proposed, after the word "Lists," to insert the words "at all events the reduction should certainly not be effected by reverting to the system of one promotion in three vacancies, which would act injuriously to the Navy"—(Sir *J. Hay*).—Question put, "That those words be there inserted."—Committee divided:

Ayes, 5.	Noes, 6.
Mr. Berkeley.	Mr. Ayrton.
Sir F. Baring.	Mr. Finlay.
Lord C. Paget.	Mr. Scourfield.
Sir W. Miles.	Sir H. Verney.
Sir J. Hay.	Sir H. Willoughby.
	Mr. Dodson.

Amendment

Amendment proposed, to leave out all the words after the word "but," in order to add these words, "Your Committee are not satisfied that any such urgency exists for those reductions as would justify them in recommending any addition to the public burdens in order to carry them into effect"—(Mr. *Ayrton*).—Question put, "That the words proposed to be left out stand part of the paragraph."—Committee divided:

Ayes, 6.	Noes, 5.
Mr. Berkeley.	Mr. Ayrton.
Mr. Finlay.	Sir F. Baring.
Mr. Scourfield.	Lord C. Paget.
Sir H. Verney.	Sir H. Willoughby.
Sir W. Miles.	Mr. Dodson.
Sir J. Hay.	

Paragraph, as amended, agreed to.

Paragraph IX. to paragraph XII. amended, and agreed to.

Paragraph XIII. Amendment proposed, to leave out the words from "Estimates in 1848" to the word "Committee" inclusive, in order to insert the words "expressed their opinion in the following words."—Question, "That the words proposed to be left out stand part of the paragraph," put, and negatived.

Proposed words inserted.

Another Amendment proposed, at the end of XIII., after "exemplary conduct," to insert—

"Notwithstanding the weight which deservedly must attach to some of these opinions, your Committee are not prepared to recommend as a general rule a recurrence to a practice which the Admiralty had for nearly a century endeavoured to uphold, and were compelled to abandon.

"Her Majesty retains the undoubted right of promoting any Captain, whatever his position, to the Flag List. At the present moment no necessity exists for the exercise of this prerogative, and should it become urgent from the state of the Flag List, the Government has the power by Order in Council to have recourse to promotion by selection even in time of peace.

"In time of war eminent service may call for an extraordinary promotion, but the Crown retains the full power, and your Committee feel confident that the exercise of such a power, on such an occasion, would meet with the general assent of the profession and the public"—(Sir *F. Baring*).—Question put, "That those words be there added."—Committee divided:

Ayes, 8.	Noes, 4.
Mr. Berkeley.	Mr. Ayrton.
Mr. Finlay.	Sir J. Elphinstone.
Mr. Scourfield.	Sir J. Hay.
Sir F. Baring.	Mr. Maguire.
Sir H. Verney.	
Lord C. Paget.	
Sir W. Miles.	
Mr. Dodson.	

Words added accordingly.

Further consideration of paragraph, as amended, postponed.

[Adjourned to To-morrow, at Eleven o'clock.

Martis, 21° *die Julii*, 1863.

MEMBERS PRESENT:

Mr. WALPOLE in the Chair.

Sir H. Verney.	Mr. Berkeley.
Sir F. Baring.	Mr. Finlay.
Sir J. Hay.	Lord C. Paget.
Mr. Ayrton.	Sir H. Willoughby.
Sir J. Elphinstone.	Mr. Dodson.
Sir W. Miles.	Mr. Scourfield.

Consideration of postponed paragraph, as amended, resumed.—Amendment proposed, after the word "public," last word in the paragraph, as amended, to add these words: "The Duke of Somerset has stated that he looks to the employment of commodores for the command of our fleets on the outbreak of war; and the Committee would suggest, that in

that event such an exercise of the prerogative of the Crown as would be necessary to give the officers so selected the substantive rank of flag officer would be desirable"—(Sir *John Hay*).

Question put, "That those words be there added."—The Committee divided:

Ayes, 2.	Noes, 5.
Mr. Ayrton.	Mr. Berkeley.
Sir J. Hay.	Mr. Finlay.
	Sir F. Baring.
	Sir H. Verney.
	Sir W. Miles.

Paragraph, as amended, agreed to.

Motion made, and Question proposed, That the following be a paragraph in the Report: "Relative to the commanders and lieutenants' lists, it appears to your Committee, that inasmuch as officers selected for promotion from the Coast Guard are allowed the time served in the Coast Guard service as full sea time, the officers who serve in the Coast Guard should be permitted to count three years' Coast Guard service as two years' sea service, and that the same ratio shall apply to any broken period of service"—(Sir *W. Miles*).—Question put, and agreed to.

Amendment proposed, paragraph XIII., after the word "service," to insert the following words: "Your Committee consider it is desirable that in future the regulations with regard to qualification by sea service be amended, by not allowing any captain who may be borne on a ship's books to count at the reduced rate for war time, unless the ship he commands is employed as a seagoing ship"—(Mr. *Berkeley*).—Amendment proposed to the proposed Amendment, to leave out all the words after the word "Committee," in order to add these words, "have received much evidence respecting the rules which define the sea service, and would recommend the subject to the consideration of the Board of Admiralty"—(Sir *F. Baring*).—Question put, "That the words proposed to be left out stand part of the paragraph."—Committee divided:

Ayes, 4.	Noes, 5.
Mr. Berkeley.	Mr. Ayrton.
Mr. Finlay.	Mr. Scourfield.
Sir W. Miles.	Sir F. Baring.
Sir John Hay.	Sir H. Verney.
	Lord C. Paget.

Question put, "That the proposed words be there added."—Committee divided:

Ayes, 5.	Noes, 4.
Mr. Ayrton.	Mr. Berkeley.
Mr. Scourfield.	Mr. Finlay.
Sir F. Baring.	Lord C. Paget.
Sir H. Verney.	Sir W. Miles.
Sir J. Hay.	

Words added accordingly.

Amendment proposed, to add at the end of the paragraph, as amended, these words, "in order that the service required should be such as will secure the efficiency of officers promoted to active flag rank"—(Mr. *Ayrton*).—Question put, "That those words be there added."—Committee divided:

Ayes, 3.	Noes, 6.
Mr. Ayrton.	Mr. Berkeley.
Mr. Finlay.	Mr. Scourfield.
Sir J. Hay.	Sir F. Baring.
	Sir H. Verney.
	Lord C. Paget.
	Sir W. Miles.

Another Amendment proposed at the end of the paragraph, as amended, to add these words:—"But your Committee are of opinion that no officer should be promoted to active flag rank who has not served at least three years in a *bonâ fide* sea-going ship, as a part of the time at present required to qualify him for flag rank"—(Lord *C. Paget*).—Amendment proposed to proposed amendment, after the words, "flag rank," to add these words, "and that war time shall only be allowed, at the discretion of the navy, to count when the ship is serving within the limits of a naval station on which there are warlike operations"—(Sir *John Hay*).—Question put, "That those words be there added."—Committee divided:

Ayes, 2.	Noes, 7.
Mr. Berkeley.	Mr. Ayrton.
Sir J. Hay.	Mr. Finlay.
	Mr. Scourfield.
	Sir F. Baring.
	Sir H. Verney.
	Lord C. Paget.
	Sir W. Miles.

Question,

Question, "That the words of the first proposed amendment be there added," put, and agreed to.

Paragraph XIV.—Amendment proposed, after the words, "haul-down promotions are," to leave out to the end of the section, in order to insert the following words:—"are those allowed to flag officers, as a compliment on striking their flags, and are deemed their private patronage; but your Committee regard them as only a vestige of the abuses which formerly prevailed in naval promotions, and an undue interference with the just claims of officers to be promoted according to their qualifications and service; they therefore recommend that haul-down promotions be abolished"—(Mr. *Ayrton*).—Question put, "That the words proposed to be left out stand part of the paragraph."—Committee divided:

Ayes, 6.	Noes, 2.
Mr. Berkeley.	Mr. Ayrton.
Sir. F. Baring.	Mr. Finlay.
Sir H. Verney.	
Lord C. Paget.	
Sir W. Miles.	
Sir J. Hay.	

Paragraph XIV. further proceeded with.—Amendments made, and paragraph, as amended, agreed to.

Paragraph XV.—"Third Point.—What are the circumstances, &c. &c."—Line four from the bottom.—Amendment proposed, after the word "service," to insert these words: "In regard to retirement, no reason appears why service as mail-agents should count as sea-time for the first three years, and should afterwards be reduced in the proportion of three years' mail agency to two years' sea-time, the officers employed in the service having precisely the same duties to perform in the latter as in the former period"—(Sir *W. Miles.*)—Question put, "That those words be there inserted."—Committee divided:

Ayes, 3.	Noes, 7.
Sir W. Miles.	Mr. Berkeley.
Sir J. Elphinstone.	Mr. Finlay.
Sir John Hay.	Mr. Scourfield.
	Sir F. Baring.
	Lord C. Paget.
	Sir H. Willoughby.
	Mr. Dodson.

Another Amendment proposed, after the word "service," to insert these words:—"The Committee have seen with regret the dissatisfaction which exists amongst almost all the reserved and retired officers on these numerous lists. They regret it, both because the liberal intentions of the country have been to some extent disappointed, and because it is always painful to witness a numerous body of officers, many of whom have served long and well, impressed with the belief that they have been unjustly and harshly dealt with. The Committee think that it would be desirable that the Executive should cause a patient inquiry to be instituted into the merits of these respective lists, and that, as far as possible, the officers who constitute them should be united in one list for each respective rank, with such difference in their emoluments only as can be justified by their standing and length of service."—(Sir *J. Hay*).—Amendment, by leave, withdrawn.

Another Amendment proposed, after the word "service," to insert these words: "The Committee view with regret the dissatisfaction which exists amongst almost all the reserved and retired officers on the numerous lists of these officers. They regret it, both because the liberal intentions of the country have been to some extent disappointed, and because it is always painful to witness a numerous body of officers, many of whom have served long and well, impressed with a belief that they have been harshly or unfairly dealt with. Your Committee consider that in any future retirements the greatest care should be taken to prevent any misconception on the part of officers of the conditions on which they are retired"—(Mr. *Dodson*).—Question, "That those words be there inserted," put.—Committee divided:

Ayes, 4.	Noes, 7.
Mr. Finlay.	Mr. Berkeley.
Mr. Dodson.	Mr. Scourfield.
Sir J. Elphinstone.	Sir F. Baring.
Sir John Hay.	Sir H. Verney.
	Lord C. Paget.
	Sir W. Miles.
	Sir H. Willoughby.

Section 1, as amended, agreed to.

Motion made, and Question proposed, "That the following Section be here inserted:—"Whenever an honorary step in rank can reasonably be conceded (without additional expense), it seems a desirable mode of meeting some of the

the difficulties in which retirement is involved"—(Sir *John Hay*).—Question put, "That those words be there inserted."—Committee divided:

Ayes, 2.	Noes, 9.
Sir J. Elphinstone.	Mr. Berkeley.
Sir John Hay.	Mr. Finlay.
	Mr. Scourfield.
	Sir F. Baring.
	Sir H. Verney.
	Lord C. Paget.
	Sir W. Miles.
	Sir H. Willoughby.
	Mr. Dodson.

Paragraph XVI.—Amendment proposed, line 15, after the words "present moment," to insert these words, "But your Committee is of opinion that, on fair notice and with proper regulations under an Order in Council, the principle of compulsory retirement should be applied prospectively to all ranks. That lieutenants should be retired at from 50 to 55; commanders at from 55 to 60; captains at from 60 to 65; admirals at from 65 to 70"—(Sir *Henry Willoughby*).—Question put, "That those words be there inserted."—The Committee divided:

Ayes, 2.	Noes, 8.
Sir W. Miles.	Mr. Ayrton.
Sir H. Willoughby.	Mr. Berkeley.
	Mr. Finlay.
	Mr. Scourfield.
	Sir F. Baring.
	Sir H. Verney.
	Lord C. Paget.
	Mr. Dodson.

Paragraph XVII.—Miscellaneous Points.—Section "Chaplain."—Motion made, and Question put, That the following be a section of the Report:—

"Your Committee have questioned many of the witnesses who have come before them, on the subject of naval chaplains, and they are of opinion that the Service would be benefited by the appointment of a clergyman whose duty it would be to assist the First Lord in the selection and superintendence of chaplains; to receive periodical reports from them, transmitted through the Captain of the ship, and to make collective reports to the Admiralty.

"His functions would resemble those of the Chaplain General of the Army, and his office would probably receive a similar designation.

"Your Committee would especially direct your attention to the evidence of the Rev. W. Whitmarsh, who shows from his own experience in the 'Sans Pareil,' Captain Dacres, and the 'Agamemnon,' Lord Lyons, how valuable may be the services of the chaplain in contributing to the intellectual amusements and social welfare of the ship's company, as well as to their moral and religious improvement, with the full approbation of the Captain, and to that of his Grace the Duke of Somerset, who points out the danger that would arise from the chaplains reporting immediately to the Chaplain General.

"All reports should be sent through the Captain; whatever is done should be known to him, as he alone is responsible for all duty carried on in the ship under his command"—(Sir *Harry Verney*).—Question put.—Committee divided:

Ayes, 4.	Noes, 7.
Sir H. Verney.	Mr. Ayrton.
Sir W. Miles.	Mr. Berkeley.
Sir J. Elphinstone.	Mr. Finlay.
Sir John Hay.	Mr. Scourfield.
	Sir F. Baring.
	Lord C. Paget.
	Mr. Dodson.

A paragraph was proposed by the Chairman; agreed to, and added to the Report.

Motion made, and Question put, and agreed to, That the following be a paragraph in the Report:—

"*Masters.*

"With regard to Masters, the Committee are glad to observe, by an Order in Council lately issued, that additional rank has been granted to this valuable class of officers, and that a certain number of Greenwich Out-Pensions have been awarded to them"—(Mr. *Berkeley*).

Motion made, and Question put, and agreed to, That the following be a paragraph in the Report:—

"*Paymasters.*

"By the reference to Paymasters, your Committee recommend that the system of classification be abolished, and that they should retire by age as Masters"—(Mr. *Berkeley*).

Motion made, and Question put, and agreed to, That the following be a paragraph of the Report:—

"*Engineers.*

"Your Committee have received evidence with respect to engineers. They find, by the Duke of Somerset's Evidence, that their position is under the consideration of the Admiralty. An Order in Council has been put in by the Secretary of the Admiralty, showing that increased allowances have lately been granted them; under these circumstances Your Committee do not think it necessary to make any recommendation concerning them"—(Mr. *Berkeley*).

"*Warrant Officer.*"

Amendment proposed, to leave out all the words from "Captain Moorman," to the word "recipients" inclusive—(Mr. *Ayrton*).—Question put, That the words proposed to be left out stand part of the paragraph.—Committee divided:

Ayes, 3.	Noes, 6.
Sir W. Miles.	Mr. Ayrton.
Sir J. Elphinstone.	Mr. Berkeley.
Sir John Hay.	Mr. Finlay.
	Mr. Scourfield.
	Sir. H. Verney.
	Lord C. Paget.

Amendment proposed, after the word "condition," to add these words: "that they be permitted to retire at the same age as masters without medical survey."—Amendment proposed to proposed Amendment, to leave out the words, "without medical survey," in order to add these words: "upon such conditions as the Admiralty may think proper."—Question put, "That the words, 'without medical survey,' stand part of the proposed Amendment."—Committee divided:

Ayes, 3.	Noes, 5.
Sir W. Miles.	Mr. Ayrton.
Sir J. Elphinstone.	Mr. Berkeley.
Sir John Hay.	Mr. Finlay.
	Sir H. Verney.
	Lord C. Paget.

Question, "That the words 'upon such conditions as the Admiralty may think proper,' be added," put, and agreed to.—Words added according to proposed Amendment.—First proposed Amendment, as amended, put, and agreed to.—Another Amendment proposed; at the end of the paragraph, as amended, to add these words: "Your Committee also suggest, as worthy of consideration, whether a superior grade of warrant officer might not be established. Your Committee would also recommend that the limit of age on marriage, to entitle their widows to pensions, might be extended to 60 years of age, as is already the case with other classes. And they would further recommend, that provision be made for their admission to Greenwich Hospital as warrant officers"—(Mr. *Berkeley*).—Amendment proposed to the proposed Amendment, to leave out all the words from "Your Committee," in order to add these words: 'have had other matters brought under their notice; but as they involve questions of finance and naval organization beyond the scope of Your Committee's inquiries, Your Committee can do no more than call the attention of the Admiralty to them"—(Sir *John Hay*).—Question put, "That the words proposed to be left outstand part of the proposed Amendment."—Committee divided:

Ayes, 3.	Noes, 4.
Mr. Ayrton.	Mr. Finlay.
Sir H. Verney.	Sir W. Miles.
Mr. Berkeley.	Sir J. Elphinstone.
	Sir John Hay.

Proposed Amendment, as amended, agreed to.

Paragraph XVIII.—Amendment proposed, after the words "Flag List should," to leave out the words to the end of the line, in order to add the words "be reduced to 75, exclusive of Admirals of the Flag List."—Question put, "That the words proposed to be left out stand part of the paragraph."—Committee divided:

Ayes, 5.	Noes, 3.
Mr. Ayrton.	Sir W. Miles.
Mr. Berkeley.	Sir J. Elphinstone.
Mr. Finlay.	Sir John Hay.
Sir H. Verney.	
Lord C. Paget.	

Last Paragraph.—Amendment proposed, to leave out the word "now," in order to insert the words "or is not."—Question, "That the word 'now' stand part of the paragraph," put, and agreed to.

Last Paragraph.—Amendment proposed, line 40, after the words "ranks of the Navy," to insert these words: "whether an allowance for outfit, or the supply of furniture, &c., on more advantageous terms, should not be made, to enable an officer to take command of a ship without incurring pecuniary loss"—(Sir *H. Verney.*)—Question put, "That those words be there inserted."—Committee divided:

Ayes, 4.	Noes, 3.
Sir H. Verney.	Mr. Ayrton.
Sir W. Miles.	Mr. Berkeley.
Sir J. Elphinstone.	Mr. Finlay.
Sir John Hay.	

Amendment proposed, to leave out all the words from "pecuniary loss" to "overworked" inclusive—(Mr. *Ayrton.*)—Question put, "That the words proposed to be left out stand part of the paragraph."—Committee divided:

Ayes, 6.	Noe, 1.
Mr. Berkeley.	Mr. Ayrton.
Mr. Finlay.	
Sir W. Miles.	
Mr. Dodson.	
Sir J. Elphinstone.	
Sir John Hay.	

Further amendments made.

Report, as amended, agreed to.

Ordered, To Report, together with Minutes of Evidence and Appendix.

EXPENSES OF WITNESSES.

NAME OF WITNESS.	Profession or Condition.	From whence Summoned.	Number of Days absent from Home, under Orders of Committee.	Expenses of Journey to London and back.	Allowance during Absence from Home.	TOTAL Expenses allowed to Witness.
				£. s. d.	£. s. d.	£. s. d.
Captain Symons	Royal Navy	Dover	2	1 17 –	2 2 –	3 19 –
Captain Hore	Ditto	Paris	8	6 – –	8 8 –	14 8 –
Lieutenant Liddell	Ditto	–	3	– 5 –	3 3 –	3 8 –
Captain Paynter	Ditto	Bath	7	2 16 –	7 7 –	10 3 –
Rev. W. Whitmarsh	Ditto	Portsmouth	3	– 2 –	3 3 –	3 5 –
Mr. W. Rumble	Ditto	Sheerness	2	1 1 –	2 2 –	3 3 –
Mr. T. H. Howels	Ditto	Portsmouth	3	2 16 –	3 3 –	5 19 –
Captain Key	Ditto	Devonport	6	2 journeys 12 6 –	6 6 –	18 12 –
Captain White	Ditto	Newton Abbotts	6	4 13 –	6 6 –	10 19 –
Captain Horton	Ditto	Dover	2	1 1 6	2 2 –	3 3 6
Captain Pilkington	Ditto	Chichester	3	1 5 –	3 3 –	4 8 –
Captain Moorman	Ditto	Devonport	5	5 1 –	5 5 –	10 6 –
Captain Sir T. Ross	Ditto	Drogheda	4	6 10 –	4 4 –	10 14 –
Commander Parkin	Ditto	Ivy Bridge	7	4 – –	7 7 –	11 7 –
Captain Woodgate	Ditto	Chippenham	3	2 – 4	3 3 –	5 3 4
Dr. Gunn	Ditto	Chatham	2	– 15 –	2 2 –	2 17 –
Captain Elliott	Ditto	Kinsale	4	6 5 10	4 4 –	10 9 10
Lieutenant Key	Ditto	–	2	– 10 –	2 2 –	2 12 –
Rear-Admiral Elliot	Ditto	–	6	– 18 –	6 6 –	7 4 –
				TOTAL £.		142 – 8

MINUTES OF EVIDENCE.

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MINUTES OF EVIDENCE.

Veneris, 17° *die Aprilis*, 1863.

MEMBERS PRESENT:

Mr. Ayrton.	Lord C. Paget.
Sir F. Baring.	Sir J. Pakington.
Mr. Dodson.	Mr. Stansfeld.
Sir J. Elphinstone.	Sir H. Verney.
Sir J. Hay.	Mr. Walpole.
Mr. Maguire.	Sir H. Willoughby.
Sir W. Miles.	

THE RIGHT HON. SPENCER HORATIO WALPOLE, IN THE CHAIR.

JOHN HENEAGE JESSE, Esq., called in; and Examined.

J. H. Jesse, Esq.

17 April 1863.

1. *Chairman.*] YOU hold an appointment in the Admiralty?—Yes.

2. What appointment do you hold?—I am the head of the Commission Branch.

3. The subjects which come under your notice relate to promotions and retirements in the Navy?—Yes.

4. How long have you been in the Admiralty?—I have been in the Admiralty for 33 years; but not always in that department.

5. Have you been in the department in which you are now for any length of time?—I have been the head of that Department since 1849.

6. You are acquainted, I presume, with the Orders in Council and regulations relating to promotion and retirement in the Navy?—Yes.

7. You have furnished a paper containing copies of the Orders in Council, for the information of this Committee?—Yes.

8. You have put in that paper as part of your evidence?—Yes.

9. Are those the only Orders in Council which have been passed since the peace relating to promotion and retirement in the Navy?—Yes; I think, of those that would be of the slightest use to the Committee, some have been cancelled.

10. The Committee may consider that the rules and regulations for promotion and retirement are contained in the paper you have put in?—Yes; it contains everything; on looking very carefully over that return, I think I have sent in every copy that will be of the slightest use to the Committee.

11. In order to have that information a little more in detail upon the minutes, will you have the goodness to inform the Committee of the rules which regulate the promotion of the different classes of officers in the Navy?—For a captain to become a flag officer, he must either have served six years in peace, five years in war and peace combined, or four years in war.

12. Lord *Clarence Paget.*] And he must have commanded a ship?—Yes; or he must have been borne for full pay on the books of a ship in commission, or been superintendent of a dockyard.

13. *Chairman.*] You are now speaking, I believe, of the Active List only?—Yes.

14. What are the rules and regulations as to the appointment of commanders to be captains, on the Active List?—A commander to be appointed captain must have served one year in a ship.

15. Are there any other conditions?—No.

16. What are the rules and regulations as to the appointment of a lieutenant to be a commander on the Active List?—He must have served two years in a ship.

17. With reference to the retirement from the service of any officers, what are the rules and regulations beginning with the top of the profession; take the Retired List first?—A captain who comes to the period for his promotion, unless he has served at sea the number of years I have mentioned, is placed on the Reserved List.

18. Then under what regulations is he placed on the Retired List?—That is by the Order in Council of 1847, under which a certain number of captains were retired; you retire an officer if he wishes; under the Order in Council of 1860, he is retired when he arrives at the age of 60.

19. Will you next state what the regulations are as to the retirement of commanders?—There is one Order in Council of 1840, under which a commander is retired to be captain.

20. What are the regulations?—He receives 10 *s.* 6 *d.* a day instead of 10 *s.* a day.

21. At what age does he retire?—That depends upon his seniority; he must be at the top of the list.

J. H. Jesse, Esq.

17 April 1863.

22. That depends upon seniority, and not upon age?—Yes; that Order in Council may be said to be extinct.

23. What is the Order in Council under which you act as to the retirement of commanders now?—The Order in Council of 1860.

24. What are the regulations under that Order in Council?—If he is 60 years of age he is retired; if he has not served for 15 years he is retired.

25. Now, will you state, if you please, the rules and regulations as to a lieutenant?—There are three or four Orders in Council, and there is one, the Order in Council of 1830, under which he comes. It is at his own option, if he is in the receipt of the highest rates of lieutenants' half-pay. There is also an Order in Council of 1860, by which at the age of 60 he is retired to be commander. If he has not served for 15 years he is retired on lieutenant's half-pay.

26. I observe that you have given another return at the end of this paper, the heading of which is "Return of the number of each class of officers of the Royal Navy, active and retired," &c.?—Yes.

27. Referring to that return, you will be good enough to give the Committee, down to the year 1863, and going through each class, the number of the admirals on the Active List, and those on the Retired List, and so on, with all the different classes of officers?—There are "100 flag officers on the Active List." "On reserved half-pay, under Order in Council of 25th June 1851, in receipt of Service Pensions, 10." "Of Greenwich Hospital, 4." "On reserved half-pay, under Order in Council of 25th June 1851, 96." Then there are "admirals retired under Orders in Council of 24th April 1847, and 7th May 1858, 25." "Retired under Orders in Council of 24th April 1847, 25th June 1851, and 7th May 1858, 90."

28. Several of those are retired under different Orders in Council?—Yes, and they were increased from time to time. "Number of flag officers, employed, 15." "Total number of flag officers, 325." "Captains on the Active List, 350." "Captains of Greenwich Hospital, 4." "Retired under Orders in Council of 24th April 1847 and 25th June 1852, 30." "Retired under Order in Council of 1st August 1860, 11." "Promoted from the commanders' list, under Orders in Council of 25th June 1851 and 30th January 1856, 93." "Promoted from commanders' list, under Orders in Council of 10th August 1840, 25th June 1851, and 30th January 1856, 197." "Promoted from commanders' list, under Order in Council of 1st August 1860, 63." "Number of captains employed, 105; afloat, 99." "Total number of captains, 748."

29. Now, if you please, give the commanders?—"Commanders on the Active List, 443;" "commanders of Greenwich Hospital, 3;" "retired under Order in Council of 1st August 1860, 34;" "on Reserved Half-Pay, under Order in Council of 25th June 1851, 7;" "promoted from the Lieutenants' List under Orders in Council of 25th June 1851, and 30th January 1856, 101;" "promoted from the Lieutenants' List under Orders in Council of 30th January 1816, 97;" "promoted from the Lieutenants' List under Orders in Council of 1st November 1830, 279;" "promoted from the Lieutenants' List under Order in Council of 1st August 1860, 174;" "number of commanders employed, 217; of whom afloat, 130." "Total number of commanders, 1,138."

30. Be good enough now to go to the lieutenants on the Active List?—"Lieutenants on the Active List, 806;" "lieutenants of Greenwich Hospital, 6;" "on Reserved Half-Pay' under Order in Council of 25th June 1851, 326;' "retired under Order in Council of 1st August 1860, 33;" number of lieutenants employed, 600, of whom afloat, 534:" "total number of lieutenants, 1,171." "Total number of officers employed, 933, of whom afloat, 778;" "total number of officers on the Retired Lists, 1,683;" "total number of all flag and commissioned officers, 3,382."

31. I observe at the end of these Orders in Council, in the paper you have laid before the Committee, that there is a "Summary of the Preambles to the different Orders in Council relating to Naval Promotion and Retirement, showing the reasons for which they were severally obtained;" have you verified that as correct?—Yes.

32. Sir *John Hay.*] I should like you to go a little more in detail into the list of flag officers; in accordance with the paper you hold in your hand, how many classes of flag officers are there on the Active List?—Admiral of the fleet, admiral, vice-admiral, and rear-admiral.

33. They are again subdivided?—Yes; they are each divided into the red squadron, the white squadron, and the blue squadron.

34. Making a total of 10 classes?—Yes.

35. Will you state the number to which at the present time those lists are confined by Order in Council?—Ninety-nine; exclusive of the admirals of the fleet.

36. Is there any limit to the number of admirals of the fleet?—No; there is no limit.

37. Sir *John Pakington.*] That is, except by custom?—Yes.

38. Sir *John Hay.*] Custom varies that?—Yes.

39. Are you able to state, from your own knowledge, how many have been borne under that head?—Frequently there have been two; I think for two or three months or weeks there were three.

40. Sir *John Pakington.*] When was that?—When William the Fourth ceased to be Lord High Admiral; just after he came to the throne.

41. Sir *John Hay.*] What are the qualifications necessary for a full admiral?—I am not aware of any regulations that apply to full admiral.

42. How does he attain the rank?—By having served his time for the active rank of rear-admiral; secondly, by becoming rear-admiral and vice-admiral, and full admiral, by seniority.

43. The list is limited to a certain number?—Yes; and the vacancies are filled up as they occur, from death or retirement; there is a Reserved List of 10 flag officers in receipt of Service Pensions; and if one dies it is filled up from the Active List.

44. Not necessarily from the Full Admirals' List?—No.

45. Practically the advancement to the Active List of full admirals is by death?—Yes.

46. Except occasional advancement to the list of 10 flag officers?—Yes.

47. Can you state to the Committee what commands are usually held by officers of that rank?—There is no rule at present.

48. Are there any commands which are usually filled by officers on the list of active admirals?—For an important command like that of the Mediterranean,

Mediterranean, they would not put, I think, a rear admiral; it is not likely.

49. I am speaking of full admirals; and knowing the appointments which have occasionally been made since the year 1849, can you state what commands have usually been held by the class of officers who are admirals in the Navy?—Many years ago, I think at Portsmouth, there was always a full admiral, and at Plymouth also a full admiral; but at Sheerness, I think, there was a vice-admiral.

50. You alluded, a short time back, to the command in the Mediterranean?—Yes; I should say, for the Mediterranean, either a full admiral or a vice-admiral, certainly.

51. Are those commands at the present time held by officers of that rank?—No; Plymouth is.

52. Full admirals only, at the present time, are employed?—I think that is the only one.

53. Have you any knowledge of the age of the officers at the present time holding the rank of admiral on the Active List?—No; I cannot mention it off-hand.

54. Can you put in a return of the ages of those officers?—Yes; I will do so.

55. Are you sufficiently aware of the ages of the admirals on the Active List to say whethm from their age and efficiency, they are capable of being employed?—I should not like to answer that question.

56. How many admirals are there on the Active List?—Twenty-one.

57. Seven in each squadron?—Yes.

58. How does an officer arrive at the rank of vice-admiral?—By seniority.

59. Is the number of vice-admirals limited?—Yes; there are nine in each squadron, making altogether 27.

60. Can you state of your own knowledge what was originally the reason for making those various ranks of admiral, vice-admiral, and rear-admiral?—I cannot state that.

61. What commands are usually held by vice-admirals?—I hardly like to say; there is no fixed rule; Sheerness, in the old days, I think, was also a vice-admiral's command, and the West Indies; sometimes there was a commodore on the station, but it is a difficult question to answer.

62. There are certain stations, such as the Mediterranean and the East Indies, the commands of which have usually been given to vice-admirals or to admirals; is not that so?—I should not like to say; there is no fixed rule about it.

63. How many vice-admirals are now employed?—Three.

64. What is the total number of admirals and vice-admirals?—Forty-eight.

65. How many rear-admirals are there on the Active List?—Fifty-one.

66. They are divided into the three squadrons?—Yes.

67. Promotion is arrived at in those classes as you have already specified?—Yes.

68. How many of those officers are employed?—Eleven.

69. How many are there actively employed?—Seven.

70. Does that include the officers who serve at the Admiralty?—No.

71. How many officers of that rank are there holding civil appointments which must necessarily be held by naval officers?—There is the Controller of the Navy. I do not think of any one else at present; there are of course the three Lords of the Admiralty and the Secretary of the Admiralty. They make together five.

72. That is in addition to the number of officers who are stated to be employed in the return you have given in?—Yes.

73. Will you explain to the Committee how the flag officers who are stated to be on the Reserved List of Admirals arrive at that rank, and of whom there are ten?—It is by selection.

74. In consequence of what?—In consequence of the death of any one of them.

75. What qualifications must they possess?—They must be an admiral or a vice-admiral.

76. It is then called the Good Service Pension, is it not?—They are called Service Pensions.

77. They are selected in consequence of good service?—Yes; and on account of age.

78. What must the age be?—Seventy.

79. When was that list created?—In the year 1851, by an Order in Council of June 1851.

80. *Chairman.*] Is that one of the Orders in Council that we have before us?—Yes.

81. Sir *Francis Baring.*] Was the age at that time 70?—Yes, I think so. The words are "To such flag officers as are either 70 or physically incapable of further service." I must correct my answer, for it is not restricted to admirals and vice-admirals—it takes in rear-admirals.

82. Sir *John Hay.*] Are they removed to that list against their will?—No; it is always optional.

83. If they are incapable of further service they still remain on the Active List?—They might.

84. What inducement is it that causes them to go?—A pension of 150 *l.* a year.

85. How are the flag officers of Greenwich Hospital, of whom there are four, placed on that list?—I cannot answer that question; it is not in my department.

86. You do not know the qualifications?—No.

87. Do you know whether it is by selection?—Yes, it is, no doubt; service is taken into consideration.

88. Can you state to the Committee the nature of the Reserved List of flag officers B, of whom there are 97 in the return placed on the table?—They were originally active captains, and they have risen according to their seniority as captains on the Active List to be rear-admirals, and so on; they rise with them *pari passu* according to their rank as captains.

89. After they have become reserved captains they become reserved admirals as a matter of course?—Yes.

90. Have you any knowledge of the age of the officers on that list?—No.

91. Can you state to the Committee who the "retired flag officers C" are?—They were captains originally retired; the captains who were retired in 1846.

92. Is there any uniformity of service on the "Reserved List B," and any uniformity of service on the "Reserved List C," that would cause a difference in those two lists of flag officers?—No.

93. I now go to the "Retired List C D E." Do you know how those letters came to be so appropriated?—With regard to C, when the list was originally formed, those who retired on 14*s.* 6*d.* a day were by themselves on the C List. The rest were captains on the 12*s.* 6*d.* and 10*s.* 6*d.* Lists, retired as captains, but entitled to rise to the Retired Flag ranks.

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94. At any rate, there is now a Retired List which is called C D E?—Yes.

95. Can you state the nature of the Retired List?—There were certain captains who retired in 1846, and when it came to their turn for their flag they were made retired rear-admirals; and by a subsequent Order in Council, I think of May 1858, they were allowed to rise like the reserved active officers to the higher ranks of vice and full retired admiral.

96. The reserved flag officers B, the retired flag officers C, and the retired flag officers C D E, had no specialty of service to cause them to be placed on different lists?—No.

97. Are you able to state to the Committee whether the advantages of each list are similar?—No; only the senior 25 retired officers do rise to 1 *l.* 5 *s.*

98. *Chairman.*] There is a difference between the retired officers and those on the Reserved List B?—The reserved officers do not rise above 1 *l.* 5 *s.*; the retired officers do not rise above 1 *l.*

99. Those on the Reserved List B, rise to 1 *l.* 5 *s.*, and those on C and C D E rise to 1 *l.*, except the senior twenty-five, who have 1 *l.* 5 *s.*?—Yes.

100. Sir *John Hay.*] Without any difference in the nature of their services, there is a considerable difference in the nature of their rewards?—Yes; but I dare say if you looked at the list you would find that the others had more service, but there is this advantage that one has over the other, that he has probably retired many years ago, and been in the receipt of 18 *s.* or 20 *s.* a day, whereas the other has to wait some years before he can receive 1 *l.* 5 *s.*

101. Do you happen to know the number of flag officers who were usually on the Navy List in the year 1790, or at the commencement of the French war?—No.

102. Could you refer to the records in the Admiralty Office, to show whether there was up to that year a positive limit to the number of 50?—Yes; I can of course ascertain that.

103. Do you know how it came about that in the year 1797 such a large increment of flag officers was created?—I can ascertain how that was.

104. I will now refer you to the "List of Captains"; the "List of Captains" on the Active List is at present 350?—Yes.

105. Promotion is obtained, as you have already stated, by having served one year as a commander?—Yes.

106. Can you state to the Committee how the captains of Greenwich Hospital, of whom there are four, are placed on that list?—That is not in my department.

107. Will you state to the Committee the nature of the Retired List of Captains C D E?—They are captains who retired in the year 1846.

108. There are now, I believe, only 29 of them?—No; as captains, the total number is 143.

109. That is a diminishing list?—Yes, it is still open, but few take it.

110. Is that an optional list?—Yes.

111. For what reason do officers not avail themselves of that Retired List?—They must be 55 years of age, and have been 10 years on the list.

112. Are there any officers 55 years of age, who have been 10 years on the list?—Yes; but they have either served for their active flag, or it might not be for their pecuniary advantage to take it.

113. There is no inducement for officers with those qualifications to go upon the Retired List C D E?—There might be; it might be a question for an actuary whether, when he was getting towards the age, an officer would take the Retired List under the Order in Council of 1847 or 1860.

114. Is there any strong inducement to go?—There is an immediate increase of half-pay.

115. What is the nature of the Retired List of Captains, T?—They retired under the Order in Council of 1860, being 60 years of age; they retired from the Active Captains' List; they were retired as captains.

116. Is that an increasing or a diminishing list?—It is increasing.

117. There are only 11 upon it; how long has that been open?—Since the year 1860.

118. To what do you attribute the fact, that it does not increase more rapidly?—It does not include the first 70 officers on the 14 *s.* 6 *d.* half-pay; they were excluded from it as a boon; otherwise there would have been more.

119. Then to what officers does it apply?—It applies to the officers on the Active List of Captains.

120. Excepting those who you have stated are now excluded?—Yes.

121. What number is there of those excluded officers?—There were 70 originally; but I suppose there are not above 13 or 14 now.

122. Can you state to the Committee the nature of the Reserved List of Captains, F G?—They were commanders who were promoted as a reward to that list under the Order in Council of June 1851.

123. What were their qualifications?—The promotion was to be for good service; but there was no distinct qualification.

124. Are you acquainted with the nature of the commission that was given to those officers?—No; but I think it was an active commission, and the words, "For rank only" were put underneath.

125. Was it promotion to the list as a retired list, or was it promotion to a ship, the name of the ship being inserted in the commission?—It would have the name of the ship in the commission; all commissions had that.

126. Would it be an active commission?—Yes; and the words "On the Reserved List," I think were written underneath.

127. Can you state to the Committee the nature of the "Retired List of Captains, H I K," of whom there appear to be 202?—There were 50 originally retired from the Commanders' List in 1840; and that was increased by subsequent Orders in Council.

128. What is the nature of the claim to be put upon that list?—The senior officers on the list take it by right; I mean on the Active Commanders' List.

129. But at what period do the senior officers on that list take it?—When the vacancies take place. In the year 1840, when that list was created 50 senior commanders would have been offered that rank.

130. They were not obliged to accept it?—No.

131. What was the inducement held out?—The rank of captain, and sixpence a day additional.

132. How does it happen that there are now 202?—Because of the list gradually dying out; the number was increased to 250.

133. Is

133. Is the list still supplied by officers?—There are only seven who could take it; they are all in receipt of Greenwich Hospital pensions; they decline that rank.

134. Then it is a diminishing list?—Yes.

135. Will you explain the nature of the "List of Retired Captains, U," of whom there appear now to be 59?—They were commanders on the Active List who had attained the age of 60; and under the Order in Council of 1860, they were made retired captains.

136. Were they promoted to be retired captains as retired captains, or were they promoted with a commission like active officers?—It was by a retired commission.

137. Are there any lists of retired captains?—I think not.

138. Can you explain to the Committee what is the special reason why so many different classes of lists are necessary to form the Retired List?—I can hardly answer that question; one is retirement, which is not looked upon as so great a boon as the Reserved List, as that is supposed to be promotion for merit; those in the Retired List are generally at the top of their branch.

139. *Chairman.*] I suppose the Retired List arose from the supposed wants of the service from time to time?—Yes; it was for the purpose of bringing forward young officers.

140. Sir *John Hay.*] As occasional necessity arose, those lists were created?—Yes.

141. I will now go to the commanders; how many commanders are there on the Active List?—There are 450; it is restricted to that number.

142. Is the number complete?—I think there is one remaining unfilled; but it may be filled up by the time I get back.

143. Will you explain to the Committee the nature of the "Retired List of Commanders, V," of whom there are 31?—They were lieutenants retired as commanders.

144. What is the nature of "Commanders' Reserved List, L?—In "Reserved List, L," there are seven officers who were commanders on the list when the Order in Council of June 1851 was created; and that took away from the list all officers who had not served within a certain time, or who were physically incapable of serving.

145. Are those officers on the "Reserved Commanders' List, L," physically incapable of serving?—They are of advanced age; there are only seven.

146. Sir *Henry Willoughby.*] Are these lists distinguished by the letters A, B, C, and so on, for any particular reason, or in consequence of some arrangement at the Admiralty?—In the Appendix to the List there is a little *précis* explaining what they allude to; that is, the Orders in Council, and giving the page.

147. Is that a recognised sort of classification by the Admiralty?—Yes; we do not use it, but as far as the Blue List is published by authority, it is recognised.

148. Sir *John Hay.*] Can you explain the nature of the "Reserved List of Commanders, M, N"?—That is on the same principle as the F, G, the "List of Reserved Captains."

149. That is to say, they were officers who were promoted?—Yes, by selection for good service.

150. Is that an Active List?—No; it was never intended to be so.

151. But with an active commission?—I cannot answer that; I think most probably they have the same as the reserved captains.

152. Can you state the nature of the "Retired List, O"?—That is under the Order in Council of 1816; it refers to the senior lieutenants on the list.

153. Is that an increasing or a decreasing list?—It is at present a stationary one; it will die out in time; indeed the whole of those three lists, O, P, R, and may be said to be gradually dying out.

154. What is the nature of the "Retired List, P," of whom there are 281?—Every lieutenant is entitled to be retired to the rank of commander on getting the highest rate of half pay of his rank, 7*s.* a day.

155. Is there any additional inducement to accept that rank?—There is no extra pay, it is an honorary title.

156. Can you explain the nature of the "Retired List of Commanders, W"?—They were lieutenants retired with the rank of commander under the Order in Council of 1860.

157. Are there any other Retired Lists or Reserved Lists of Commanders?—None.

158. You stated, I think, that captains arrive at the Flag List by seniority; but that the commanders arrive at the Captains' List by the service of one year?—Yes, and are promoted by selection.

159. How long must a commander, unless he be physically incapable of serving, be on the Commanders' List, before he has an opportunity of retiring from the Active List of commanders?—If he is, from ill health, proved to be unable to serve, the Board can promote him specially to be a retired captain, otherwise he must wait until he is 60.

160. Is that without reference to the inability to serve having been brought on by wounds?—It is always taken with good service.

161. If an officer becomes incapable from the effects of hard service, the Board have the power of promoting him as retired or reserved captain?—Retired.

162. But otherwise he must wait until he is 60 years of age before he can retire from the Active List of Commanders in the Navy?—Yes.

163. Can you state at what age, on the average, officers arrive at the rank of active commanders?—No, I cannot, off-hand, state that.

164. Is there any limit to the age at which an active lieutenant may be promoted to be an active commander?—No.

165. What is the nature of the qualification by which a lieutenant becomes a Naval Knight of Windsor?—That is under the will of the founder; he must be a single man, and of moral habits: that is a private charity.

166. But it is a retirement from the List of Lieutenants in the Navy?—Yes.

167. And so far, without having been created for that purpose, it does relieve the list?—Yes.

168. A Naval Knight of Windsor, I believe, receives no other description of retirement?—Yes; he may get the rank of commander.

169. Then he would not hold the other?—Yes, he would; there was a short Act of Parliament passed for that purpose.

170. How many Naval Knights of Windsor are there under the will of the founder?—There are six and the governor, making seven; they are all filled up.

171. Can you explain to the Committee the nature

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nature of the "Reserved List of Lieutenants, R," of whom there are 348?—They were lieutenants who were placed on the Reserved List of Lieutenants under the Order in Council of June 1851.

172. What was the qualification?—Being physically incapable of service, or not having served for a certain number of years.

173. What number of years was it that disqualified them for active service?—It relates to those who have not served within 20 years, or such as are physically unable to serve.

174. Are you able to explain the nature of the Retired List of Lieutenants?—They are lieutenants who, under the Order in Council of 1860, have not served for 15 years.

175. Does that list increase?—Yes; but the Reserved List is dying away.

176. Is there any other mode by which the Lieutenants' List is diminished?—By promotion, death and retirement.

177. Are there many officers who request to be removed from the list entirely?—Very few, I believe: I seldom see a case. I have seen, I think, one case of an officer who wanted to live in the colonies.

178. Are there many cases of officers who resign the service?—A good many.

179. What is the nature of the circumstances which lead to their resignation?—Perhaps they may take Holy Orders; or it is done to avoid a court martial: an officer may adopt another profession.

180. What is the general cause?—I should not like to say; it might be a stigma on officers.

181. Sir *John Pakington.*] Can you state to the Committee, within any given period, the number of cases of officers who have voluntarily relinquished the naval service?—I can easily furnish that information to the Committee.

182. Sir *John Hay.*] Can you state to the Committee the number of sub-lieutenants in the Navy?—The number is 71.

183. Who are now on the List of the Navy?—Yes.

184. How do officers attain that rank?—By serving so many years at sea as midshipmen and naval cadets.

185. After attaining the age of 19?—Yes.

186. And after an examination as to their competency?—Yes.

187. Is it an increasing or a decreasing list?—I should say it is rather inclined to increase; because there have been more naval cadets in the last two or three years.

188. Is there any special time which an officer must serve in that rank before he attains promotion?—No; as long as he has passed all his examinations, he may be a lieutenant at once.

189. Does he necessarily become a lieutenant at once?—No.

190. How long may he serve in that rank?—He might serve any time if the Board did not promote him; practically, I think about two years.

191. How is the Navy replenished with officers? How are cadets admitted into the Navy?—They must be between the age of 12 and 14, not under 12 or more than 14, and they must pass certain examinations.

192. How are they admitted?—An admiral, on obtaining a command, nominates two; a captain, on commissioning a ship, gets one; the rest are divided among the members of the Board of Admiralty; one or two are given to the Naval School; and some to the colonies.

193. There is a return which the Admiralty has placed on the Table of the House for the information of the Committee; can you state what per-centage of the officers so admitted retire from the service?—In 1852, 82 were entered, and 25 were discharged in that year, being $30\frac{1}{2}$ per cent.; in 1853, 86 were entered, and nearly 35 per cent. retired; in 1854, 151 were entered, and $30\frac{1}{3}$ per cent. retired; in 1855, 125 were entered, and $35\frac{1}{4}$ per cent. left; in 1856, 116 were entered, and $20\frac{3}{4}$ per cent. left; in 1857, 105 were entered, and $18\frac{1}{10}$ per cent. left; in 1858, 140 were entered, and $12\frac{6}{7}$ per cent. left; in 1859, 236 were entered, and $7\frac{1}{5}$ per cent. left the service. In the year 1860, 179 entered the service, and $9\frac{1}{2}$ per cent. left the service; in 1861, 174 entered the service, and $12\frac{2}{3}$ per cent. have gone up to this date.

194. Therefore it would appear that there has been a diminution of upwards of 30 per cent. in the entries into the Navy in the course of 10 years?—Yes.

195. Sir *James Elphinstone.*] You have stated that there was only one admiral of the fleet?—No; there have been two frequently, and once three—I think only for a few weeks.

196. There is only one now?—Yes.

197. The custom of the service is generally only to have one?—I should say that for a great number of years there has been one.

198. His position as to the Navy is similar to that of a field marshal in the Army, is it not?—Yes.

199. There are seven field marshals in the Army?—Six.

200. And only one admiral of the fleet in the Navy?—Yes.

201. You have stated that there are certain stations at which it is customary to employ an admiral, and you particularly mentioned the Mediterranean?—Yes; an admiral or a vice-admiral.

202. Is that the case now as to the Mediterranean?—No.

203. Is it not the fact that a rear-admiral has been appointed to that station now?—He will be appointed, so I have heard.

204. Can the cause of that appointment be the paucity of officers who are capable of undertaking the command?—I have no opportunity of answering that question.

205. Then to refer to other foreign stations, the East Indies for example, is a station of sufficient importance, is it not, for an admiral to be employed?—That I cannot say; those questions do not relate to my department.

206. With regard to the captains on the Reserved List, can you furnish the Committee with a copy of the agreement which was made with those officers, and also the commissions that were issued to them?—Yes.

207. The Committee has not before it, I think, a copy of the commissions that were issued to those captains?—No; it was granted to the House, and I am almost certain that the whole of the papers were printed.

208. Sir *Henry Willoughby.*] Subject to the rules you have stated, are all the promotions vested in the First Lord of the Admiralty and the Board?—Yes; except occasionally upon death vacancies, when the commander in chief fills them up on foreign stations, subject to certain regulations that other officers are subject to.

209. That

209. That is the single exception?—Yes.

210. Is there any other exception which you know of?—No; the admiral of the fleet requires the Queen's command.

211. Sir *John Pakington.*] You have stated, if I understood you rightly, that with respect to all ranks in the Navy, promotion lies entirely with the First Lord of the Admiralty?—The First Lord and the Board.

212. Are you not aware that promotion from the rank of captain to flag rank is an exception to that rule?—They are promoted under certain Orders in Council.

213. They are promoted by seniority, are they not?—Yes.

214. They are not promoted at the pleasure of the First Lord, or of the Board?—No.

215. With regard to that principle of promotion, by selection on the part of the Board, the promotion from captains' rank to flag rank is a complete exception?—Yes; exactly.

216. You have been examined about a variety of Reserved and Retired Lists, under different letters, or combinations of letters of the alphabet, will you be good enough to state what is the total number of those lists?—There are 20, and eight amalgamated; that is to say, all the admirals on the C List and C D are the same, retired rear admirals, vice, and full; those three are amalgamated.

217. There are at present only 20 lists?—There are 20 bearing initials, distinguished by those letters.

218. But some of those lists are what you call Amalgamated Lists?—Yes.

219. They are separated lists united?—Yes; dovetailing into one another by promotion.

220. To how many of the 20 does that apply?—The B List; that is to say, reserved admirals, vice-admirals, and reserved rear-admirals.

221. B represents three lists?—Yes.

222. What others are there?—C, D, E.

223. How many does that represent?—Three.

224. Is there any other to which that applies?—No, I think not.

225. Then there have been in all 26 lists, of either retired or reserved officers?—Twenty-four, because C D were kept as one.

226. I understand you to say that the list C, D, E, represents three lists combined in one?—Yes.

227. That makes 23; then list B also represents three, and that makes 26?—Yes.

228. There have been 26 lists of reserved or retired officers?—Yes.

229. Will you explain to the Committee how it has happened that the interests of the Naval Service have required such an extraordinary number of lists of retired or reserved officers?—A list is made from time to time, to clear the Active List of old officers, and bring on young ones.

230. Were these lists made from time to time because it was found by the Naval administration of the period that the lists had become so choked as to impede promotion, and be an injury to the service?—Yes, they were made, I presume, under that impression.

231. Concurrently with the adoption of this plan—making from time to time a new list, to ease the service—was there any new principle adopted at any time to prevent the recurrence of the evil?—No; I take it that it was hoped at the time that it would be final, that each retirement would be final.

232. You mean that it was hoped at the time that the remedy in its nature might have a permanent effect?—I should say so.

233. If such hopes were ever entertained they have been invariably disappointed?—Yes, up to 1860, certainly, or the Order in Council would not have been obtained.

234. I presume you refer to the Order in Council which was recommended by the present Board of Admiralty?—Yes.

235. Was any new principle adopted in that Order in Council?—Yes; the retirement of officers at the age of 60.

236. Was that the first occasion on which the principle of retirement by age was introduced?—I think so.

237. You have been long connected with this department of the Naval Service; is it your opinion that the repeated failure of these temporary expedients has rendered it necessary that some new principle should be introduced for the welfare of the Naval Service?—I should say so certainly, if practicable.

238. You think that the time had come when it was desirable to give up temporary expedients, and make fresh lists under fresh letters of the alphabet?—I never saw the retirement until it was in print, and I can hardly answer that question.

239. Have you considered the question; and, if so, is it your opinion that a very limited application of the principle of retirement by age embraced in the Order in Council of 1860, will be found sufficient for the permanent relief of the Naval Service?—I do not think it has worked long enough to enable us to ascertain that.

240. Do you think that the Naval Service generally is contented with the system of promotion and retirement which has hitherto prevailed?—I have heard of no grievances.

241. Would it be desirable, do you think, to introduce some system of greater simplicity and more constant operation?—I should not like to answer that question, not having considered these points specially.

242. Lord *Clarence Paget.*] Are you of opinion that these retired lists are gradually dying away?—A great many of them are.

243. So that in the process of time the system of retirement will be much more simple than it is now?—Far more simple.

244. If there are no fresh alterations made in it, you are of opinion that it will gradually become very much simplified by the action of nature?—No doubt of it.

245. Sir *Harry Verney.*] At page 18 I perceive that the letters have got dots between them, while others have none; are the Committee to understand that those which have no dots between them are combined into one list?—No; it is a separate list wherever there is a dot after it.

246. For instance M and N are combined?—Yes.

247. O is a separate list?—Yes.

248. And P?—Yes.

249. With respect to the midshipmen who retire from the service, I think you said, that probably there was a much greater number retired than had retired during the last three or four years?—No.

250. According to the list that you read, I think

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think that the average you gave was 30 or 35 per cent.?—Then they had not been so long in the service.

251. Generally, the proportion was eight or 10 or 11 per cent.?—Yes; it began in 1852, when of course there was much greater necessity from casualties than there is now; it is taken over a longer term of years.

252. Sir *Francis Baring.*] You have been asked about the system of retirement; you have had a good deal of experience, and I presume you have considered the subject; do you believe that any system could be framed, that would be adapted to a time of war; to the period immediately succeeding a peace, and the ordinary Peace Establishment?—No; I could not arrive at that data, I think.

253. Has not the practice at the Admiralty of the different Administrations been to meet the difficulty which arose by a particular Order in Council?—Yes.

254. And that has been the cause of the variety of Orders in Council which have been created?—Yes.

255. Has it ever happened to you to have looked back to the proceedings after the great war, and subsequently to the peace of 1816; if so, do you remember the very large promotions that were then made?—There was an enormous amount of promotion at the time of the peace.

256. Do you happen to know whether that was done by the intervention of the House of Commons?—I think if it had been, I must have seen some evidence on the subject.

257. Were there not debates in the House of Commons on the subject?—Probably.

258. Have not some of the great difficulties which the Administration has had to meet arisen mainly from those large promotions?—Yes, certainly.

259. Has not the difficulty of promoting a number of officers who had been thrown out of employment arisen to a great extent from the interference of the House of Commons at that time?—I cannot say that.

260. Have you looked at the date of those large lists?—Yes,

261. You remember, probably, when a number of officers were set aside in 1851, who had not been employed for 20 years; was not a great proportion of those promotions of 1815 or 1816?—I cannot without reference speak off hand upon that.

262. You have been asked about Greenwich Hospital, I presume you would have no difficulty in giving a Return of the services of those officers who have been appointed to Greenwich Hospital?—None whatever.

263. Or with regard to any officer who has received any promotion, you can give the services if required?—Yes, certainly.

264. With regard to the Admirals' Lists; there are several lists of retired admirals or reserved admirals?—Yes.

265. There are a number who have been retired with a pension?—Yes.

266. Those were officers who were upon the Active List, and who have retired with good service pensions?—Yes, 10 officers.

267. That is a mark of approbation by the Admiralty of their services, is it not?—Yes, no doubt.

268. A special mark of the approbation of the Admiralty?—I may say, that it is not very easy always to get an officer to accept it; so that I can hardly say that some would be very anxious to receive it.

269. It is quite distinct from those who have not, as they had not served for their flag?—All those 10 that I have mentioned have served for their flag.

270. Coming from the Active List?—Yes.

271. There is a list of officers who have risen to the top of the list, and instead of being promoted to the Active List, they rise to the Reserved List?—Yes.

272. Those officers do not go willingly on the Reserved List, I suppose?—Certainly not.

273. They are in a different position; they have not retired voluntarily?—No.

274. Take the third list of captains who have retired voluntarily upon certain advantages from the Captains' List; they ultimately rise to the rank of admiral?—Yes.

275. Those are not in the same position, are they?—No.

276. There is a great distinction between those three different lists?—Yes; there is a distinction, certainly.

277. There is a real distinction between them?—Yes; one rises to the head of the list of captains, and the other may be retired, although he has only 10 years seniority.

278. He may dislike the service, or go away, then he will have abandoned the service at his own will, while he was on the Active List of promotion?—Yes, with a view to pecuniary advantage.

279. Does not that distinction, without going through all the letters of the alphabet, apply to a good many of the other lists; for instance, on the Captains' List are there not commanders who have been promoted out of the Active List, for services rendered?—Yes, the reserved men are.

280. They are put in the Reserved List for services?—Yes, by selection for good services.

281. Do you remember the words in the Order in Council which states that the object of it was to meet the claims of officers who had served well, but who were too old to expect to rise to their flag, and who probably would not afterwards have been employed?—The words are: "While my Lords have recommended the abandonment of the system of brevet promotion in future, they are, nevertheless, desirous of meeting the claims of old officers who have served long and well, and who seek their promotion rather as a reward for past services than in the expectation of further employment:" the date of that is June 1851.

282. Did not that meet the great difficulty that the First Lord had to deal with, when he was bound on the one side to consider the claims of old officers, and on the other to consider the necessity of appointing young officers to the Captains' List?—Most certainly.

283. Did that meet a considerable difficulty at the time?—Yes, a very great one.

284. Is any great inconvenience felt at the Admiralty, or in the Navy, from these separate lists being called by one particular name?—I think that the captains on the Reserved List might not like being mixed up with the captains on the Retired List.

285 There are a certain number of promotions from the commanders which are now given by selection?—Yes.

286. They are quite distinct, are they not?—Yes.

287. Do

287. Do you recollect, when that list was first formed, how many medals there were on that list?—No.

288. Do you remember whether there were not on the average two a-piece?—I do not recollect that.

289. Perhaps an officer who had obtained his promotion in that way would, upon the whole, rather like to continue that distinction so as not to be absorbed in the great mass of the others who very properly obtained their promotion, but still on different grounds?—Yes, I think they might feel aggrieved.

290. With regard to the Naval Knights of Windsor, those are not, I believe, in the selection of the First Lord of the Admiralty?—No: there is never more than one candidate: there ought to be, properly, three; but in the last five or six vacancies there have been few candidates forthcoming.

291. To refer to the Active List of captains; from those there are promotions, some to the Reserved List, and some to the Active List and the Flag List?—Yes.

292. What is the number of captains now on the Active List?—Three hundred and fifty.

293. Is that the regulated number?—Yes.

294. How many of those are promoted annually to flag rank?—There were nine rear-admirals promoted in 1862; in 1861 there were only six.

295. Can you inform the Committee, for a certain number of years, what proportion of captains on the Active List have been promoted, how many have got their flag—I am speaking of both ranks—promoted to the Active List, and promoted to the Reserved List?—I can furnish an answer to that question.

296. Mr. *Maguire.*] With whom rests the patronage?—The patronage of Naval Cadets rests chiefly with the Board of Admiralty: an admiral on receiving a command has two vacancies; a captain on commissioning a ship has one: the colonies get a few, and the Naval School gets some.

297. Sir *John Hay.*] I think I understood you to say in answer to Sir Francis Baring, that there was greater inducement, in consequence of the distinction, to officers to go on the Reserved List than to go on the Retired List?—Yes

298. Then do you think that the distinction, without reference to the emolument, is all that an officer looks to after so long period of service?—It was certainly understood by everybody who had anything to do with it at the time that it extended no further.

299. Do you apprehend that naval officers are persuaded to accept reserved or retired rank solely with reference to the distinction it confers, or with reference to certain emoluments involved in their acceptance of those ranks?—The emoluments were the same in both of those lists; 10*s.* 6 *d.* for retired captains and reserved captains.

300. With regard to all those who are reserved?—Yes.

301. I speak of all the Retired Lists of captains?—There are different pays, of course.

302. And the question of emolument would naturally arise to an officer; perhaps more than the question of distinction?—Yes, it would arise to many men to whom money was of importance.

303. Sir *Henry Willoughby.*] Are officers on the Reserved List ever employed?—No; they may be employed in the event of war by a special Order in Council.

304. Does that constitute one of the distinctions between the Reserved List and the Retired List?—Yes.

305. Sir *John Hay.*] Have not officers been brought from the Reserved List to the Active List?—Yes, there has been one instance.

306. Have they never been brought from the Retired List to the Active List?—No.

307. Sir *James Elphinstone.*] Were not these officers employed in the transport service at the period of the war?—No.

308. When this Order in Council of the 25th of June was issued, was it understood at the Admiralty that those men were to be promoted to the rank of captain, and were not to rise in rank any further, but to remain entirely stationary on the Reserved List of captains?—I never understood that they were to rise beyond the rank of captain; in fact, they were very nearly being called retired captains.

309. They received active commissions, did they not?—I think that was accidental.

310. Is that anything like the form of the commission (*the same being handed to the Witness*)?—Yes, this is one of them; there are the words at the bottom, "for rank only," and "on the Reserved Half-pay List."

311. The form of the commission is: "We do hereby constitute and appoint you captain of Her Majesty's ship the 'Royal William,' willing and requiring you forthwith to go on board and take upon you the charge and command of captain in her accordingly; strictly charging and commanding all the officers and company of the said ship to behave themselves jointly and severally in their respective employments, with all due respect and obedience unto you, their said captain; and you likewise to observe and execute the general printed instructions, and such orders and directions as you shall from time to time receive from us, or any other of your superior officers, for Her Majesty's service; hereof nor you nor any of you may fail, as you will answer the contrary at your peril, and for so doing this shall be your commission. Given under our hands and the seal of the office of Admiralty, this 7th day of March 1853, in the sixteenth year of Her Majesty's reign." It is signed by "R. S. Dundas and Alexander Milne;" and underneath are the words "for rank only," "on the Reserved Half-pay List." Is it not an anomaly to issue a commission of this description?—It is a nominal ship; all commissions formerly appointed officers to a nominal ship, not in commission.

312. Is this the same form of commission that was issued to officers on the Retired List?—No.

313. In what did that differ from this?—I think that in the Order in Council it is expressed distinctly as to the Retired List.

314. Sir *John Hay.*] Is that the form of commission that is now given to officers on the Reserved List?—No, it is not.

315. Has it been changed?—Yes.

316. What alteration has been made?—The form in which that is drawn is "to any ship to which you may hereafter be appointed."

317. And to the Reserved List?—There is no officer appointed to the Reserved List; it is closed.

318. Had the two or three last officers on that list different forms of commission from the original 90?—I cannot say.

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319. *Chairman.*] The only difference between the two commissions is that one was a commission appointing an officer to a nominal ship, and the other a commission appointing him to any ship the command of which might be given to him?—That is so.

320. The effect of that commission, as regards the officers both in rank and pay, was precisely the same, I apprehend?—Yes.

321. Sir *James Elphinstone.*] Was the Reserved List of Captains created by the Order in Council of the 25th June 1851?—Yes.

322. There was no Reserved List of Post Captains before that?—No.

323. That was a new system inaugurated on that occasion to clear the list of distinguished officers?—I will not say to clear the list of distinguished officers, but of officers of good service who had served long and well.

324. This being a new system, the Reserved List, and not governed by any previous regulations of the Navy, are we not to construe the position of these officers by the actual words of this Order in Council?—Yes; it appears to me that the words are plain enough.

325. Is there anything in this Order in Council to prevent these officers from rising in the service *pari passu* with other officers?—Yes; most of them have not served the requisite number of years for their flag, six years, or five years, or four years; there is nothing provided in the Order in Council of 1851 as to that.

326. There is nothing against it?—No.

327. Therefore it is a moot point whether those officers should not rise in the list, and eventually attain to the rank of rear-admirals?—It is not specified; it is left undefined, certainly.

328. There is nothing specified against it?—No, nor for it.

329. Sir *John Hay.*] They are not deprived of their original privileges by this Order in Council?—No.

330. But there is also this, I think: that in case of war or emergency, Her Majesty may be pleased to call such officers from the Reserved List into active service. Does the same rule apply to the Retired Lists?—No.

331. Then there is that difference between them, that the officers from the one may be called into active service while the officers on the other are not liable to be called into active service?—No; retired pay is a pension, in fact.

332. It is, at it were, a retaining fee for future service if need be?—Yes; reserved pay.

333. One of the officers placed on the Reserved List may possibly be promoted or be called upon as a captain on the Reserved List of Captains many years after he was placed on it, and be serving, although senior in the service, under officers who were previously juniors?—Yes, it is possible.

334. I understood you to say that in the case of Sir Henry Leake, an officer on the Reserved List, he had been removed to active service?—Yes.

335. And he now holds active rank as a vice-admiral?—Yes.

336. Sir *Francis Baring.*] Sir Henry Leake had served, had he not, in the Indian service?—Yes.

337. It was subsequently to the East India Company being put an end to that Sir Henry Leake was brought back into the service?—The time served was, I think, previously to that, but a special Order in Council was obtained that his time in the Indian Navy should count as if he had served in the Royal Navy.

338. You have been asked many questions about the reserved captains; the construction of the Order in Council has been referred to the law officers of the Crown, has it not?—Yes.

339. Was the form of the warrant referred to the law officers of the Crown?—Yes.

340. Was not the attention of the law officers of the Crown particularly directed to the speeches of Sir James Elphinstone and Sir John Hay?—I do not know whether their attention was directed to those, but I know that they had a mass of papers sent to them at the time; everything.

341. Are you sure that their attention was not called to those particular speeches?—Not in writing; I think I can safely say that.

342. The opinion of the law officers of the Crown did not coincide with the claims made by the officers?—No, it was opposed to their claims.

343. Can you explain to the Committee how the use of the letters of the alphabet for the lists arose?—I think it arose in this way, that people got very confused, the lists were so numerous and complicated; there is a short sketch to be found in the Appendix to the Navy List; instead of telling a long story in the text, we put the explanation in the Appendix.

344. Sir *William Miles.*] If an officer is taken from the Reserved List and is put on the Active List, he will remain on the Active List after once being taken from the Reserved List?—Yes, and he rises in rank.

345. Sir *James Elphinstone.*] There is no case of an officer being taken from the Retired List into active service?—I do not remember any case of the kind, and I think I can safely say there never was such a case.

346. Sir *Francis Baring.*] What was the date of the Order in Council?—June 1851.

Martis, 21° *die Aprilis*, 1863.

MEMBERS PRESENT:

Mr. Ayrton.	Sir W. Miles.
Sir F. Baring.	Lord C. Paget.
Mr. Dodson.	Sir J. Pakington.
Sir J. Elphinstone.	Mr. Stansfeld.
Mr. Finlay.	Sir H. Verney.
Sir J. Hay.	Mr. Walpole.
Mr. Maguire.	Sir H. Willoughby.

THE RIGHT HON. SPENCER HORATIO WALPOLE, IN THE CHAIR.

Rev. WILLIAM HARVEY, called in; and Examined.

Rev. *W. Harvey.*

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347. *Chairman.*] THE Committee are informed that you have applied your mind a good deal to the question of Promotion and Retirement in the Navy?—I have for some time.

348. Are you connected with the Navy in any way yourself?—So far, that many of my relations are in the Navy. I am the son of a flag officer, the grandson of a flag officer, the nephew of flag officers, and the brother-in-law of a flag officer.

349. Probably that connexion with the Navy, from its absorbing so many of your relations, has been one of the reasons which have induced you to take a great interest in the subject?—Most probably. When I was very young I was much with my father in town, and met many officers then at the United Service Club, who were distinguished officers in the old war with France.

350. Are you at the present moment, or have you been lately, more immediately in connexion with officers of the Navy, consulting or advising with them as to the question of Promotion and Retirement?—Yes; I have been in frequent communication with many officers, personal friends of my own; I may say for many years; for the last 17 years at least, from 1846; but especially from 1860.

351. Are you aware that on behalf of several officers, a representation of what may be called their views upon the subject was sent in to the Admiralty in the form of a letter from Sir John Hay to the Duke of Somerset in the month of January last?—Yes; the suggestions contained in that paper were based upon the opinions received from a very large number of officers, and most of their letters were addressed to me.

352. Then the Committee may consider that you are in fact personally acquainted with that representation so made to the Admiralty, and of the circumstances which have led to it?—Yes.

353. Can you state to the Committee what were the number of flag officers, captains, commanders, and lieutenants previous to the great revolutionary war in 1793?—In 1790 there were 49 flag officers, besides the admiral of the fleet; 417 captains, 176 commanders, and 1,293 lieutenants. Those commanders appear in the lists as masters and commanders; they were so called because they were commanders, I believe, of ships which did not carry a master. I state this because some gentlemen are puzzled at the meaning of the title "masters and commanders."

354. That was three years previous to the Great War?—Yes.

355. Was the list of naval officers considerably increased or not during that war?—During that war it increased very rapidly, not so much at the commencement as after 1799. There were some very large flag promotions made; they were made almost every two or three years; and as many as 30 flag officers were placed upon the list at one time. To show how rapidly it increased, I mention that in 1805, 12 years after the war commenced, there were 148 flag officers, 639 captains, 416 commanders, and 2,455 lieutenants.

356. Did that great increase continue until the time of the peace?—Yes, in 1816.

357. That is the year after the peace?—Yes. There were 211 admirals on the Active List, 32 retired flag officers; however, they do not form a part of it; 853 captains, 815 commanders, and 3,776 lieutenants; but the Lieutenants' List exceeded 4,000 in number.

358. You are still referring to the year 1816?—Yes.

359. That was the year after the peace?—Yes.

360. Was that list so increased, as you have represented it to the Committee; increased in consequence of any general or brevet promotion made at the time of the peace?—There was a very extensive promotion made in 1814 of captains to flag rank: I should say 30; and of commanders to be captains, about 100; and there were a large number of lieutenants; I forget the exact number. In 1815 a great increase was made to the Lieutenants' List, and I have understood (having heard many officers speak of it) that the large increase arose in this way, that when the war was finally over, in 1815, the names of all the mates then serving were submitted to Lord Melville, the First Lord of the Admiralty. They considerably exceeded 1,000 in number, and I have frequently heard it stated, that Lord Melville said, "Well, the best way to get rid of these gentlemen, will be to give lieutenants' commissions to all those of above two years' standing;" and in the course of the spring of that year, principally in the months of February and March, 1,000 lieutenants were placed upon the Active List, and that has clogged the list from that day to this; 1,000 mates were promoted to the rank of lieutenants.

Rev. *W. Harvey.*

21 April 1863.

361. *Chairman.*] There were probably other promotions at the same time, as the reward for services after the peace was concluded?—After the peace, down to 1846, the system of general, or as they were commonly called brevet promotions, prevailed. In 1846 the last took place. A general promotion took place in August 1819; again in July 1821; but I should say that in August 1819, few mates were made lieutenants, the list having become overcrowded.

362. They had filled up that list so much in 1815, that though there was a general promotion in other ranks in the Navy no promotion from the rank of mate to that of lieutenant was made? —Exactly; then in 1821 there was another flag promotion; again in May 1825; and in July 1830, on the accession of the late King. In January 1837 another; at that time the flag list had become very much reduced, and there was a great promotion. In June 1838, on the coronation of Her Majesty, and in November 1841, on the birth of the Prince of Wales, there were promotions; and in November 1846, and that was the last general or brevet promotion. Then the rule was laid down that the Flag and Captains' Lists should be retained at a fixed number, and that as vacancies occurred, they should be filled up without waiting, as had been the custom formerly, for a period of four or five years, and then making a general promotion.

363. I conclude that you are speaking of the Active List exclusively?—I am confining myself to the Active List of flag officers, captains, commanders and lieutenants.

364. That was the state of the list in 1846?—Yes, in 1846. I should say that in 1840, a year to which I have not alluded, there was a promotion made of commanders to the rank of retired captains. This was the commencement of the new Retired and Reserved Lists.

365. That was done under the Order in Council of August 1840?—Yes.

366. That is one of the Orders in Council that the Committee have before them?—Yes; the 17th of August, I believe, is the date of it. Under that, the H I K List, as it is now lettered, was formed.

367. Was not that Order in Council of August 1840 made for the purpose of carrying out certain recommendations and suggestions proposed by a Royal Commission of May 1838, with a view of improving the efficiency of the Navy, and the condition of the various classes of officer?—Yes; the Commission of which the Duke of Wellington was Chairman. They removed from the Retired List the flag officers and superannuated rear-admirals, and placed them, according to their seniority as captains, on the Active Flag List.

368. What year are you speaking of now?—1840; and they formed the new list lettered H I K, consisting of commanders retired with the rank of captain, and on the lowest half-pay of a captain, 10 *s.* 6 *d.* A memorial was presented to that Royal Commission by the commanders, that they might have four appointments at Greenwich Hospital, the same as the captains had, and a retirement similar to that given to the old lieutenants.

369. You mentioned that the Retired List of H I K, I think, was then created?—It was the first of the new Retired Lists.

370. It was a new Retired List?—Yes.

371. Some observations have been made about those letters appended to the different Retired Lists; I suppose that those letters are so appended for the convenience of reference; that is the object, is it not?—Yes; to distinguish one list from the other, and when a list is found with more than one letter, it may be concluded that there are one or two Orders in Council referring to it; for instance, the H I K List was formed by one Order in Council, and extended under two other Orders in Council. The list F G, having two letters, shows that it was formed under one Order in Council of 1851, and extended under another Order in Council of 1856.

372. Then we may consider whenever there are more letters than one in any of these lists that they are so added to refer to more than one Order in Council?—Yes, exactly; in fact there is more than one Order in Council referring to a list so lettered.

373. They are added to the list for convenience of reference?—Yes.

374. What is the present state of the Active List in the Navy?—As regards the number we have on the Active Flag List, exclusive of the admirals of the fleet (for there are no fixed number of them), 99; 350 captains, 450 commanders, and about 800 lieutenants. The last Order in Council ruled that the number on the Lieutenants' List was not permanently to exceed 1,200.

375. Sir *Henry Willoughby.*] Do you say there are 830 lieutenants?—800 in round numbers; there may be one or two more or less.

376. *Chairman.*] Then the contrast between that list of the present year and the list in 1816, the year after the peace, exhibits a great diminuition of numbers in every rank in the Navy? —On the Active List, but if you add the Active List of admirals, and the Reserved and Retired Lists together, there is an increase.

377. Speaking of the Active List alone, is that the case?—Yes; there has been a decrease decidedly.

378. A very great diminution?—Yes.

379. In addition to these Active Lists, you have two other lists in the Navy; the Reserved and the Retired Lists?—Yes.

380. Will you explain to the Committee the essential difference between those two lists; the list called the Reserved List and the list called the Retired List?—The most important difference between the two was understood to be, that the officers on the Reserved List are liable in case of war to be called out, and the retired officers are not; and in fact, the pay which the reserved officers receive is the same as the pay of officers on the Active List, namely, a retaining fee, as they are liable to be called on in the case of war, but the pay which the retired officers receive is in fact a pension, because they are not liable to be called upon in case of war.

381. Substantially we may consider the Reserved List as analogous to the list of half-pay officers in the army, may we not?—I know very little about the army.

381*. Is that the only great difference between these two lists in principle?—The only important difference. With regard to the officers who have been placed upon them, we find officers of very distinguished service on the Retired List; in fact, in many cases more so than on the Reserved List.

382. It is to be expected, when officers wish to retire from age or infirmity, or any other reason, that we should have very able officers on the Retired List?—I believe I have heard it stated that some officers object, or might object, to having their respective lists amalgamated; but I do not

see

see that they could have any real grounds of objection, because, taking the different Reserved and Retired Lists, and looking at the officers of which they are composed, generally speaking the retired officers are, I should say, of more distinguished and certainly longer service than many on the Reserved List.

383. That preference would be rather a matter of feeling than anything else?—Yes. I mean, there are no real grounds for the feeling which some officers might have.

384. Some officers might feel on being put upon the Retired List, as you call it, that they are put upon the shelf, might they not?—Yes; but I hardly fancy that, because there has been only one case of an officer recalled from active service from the Reserved List.

385. Mr. *Dodson.*] Practically, therefore, with regard to the Reserved List, when a man is put on the Reserved List he is as much on the shelf as when he is on the Retired List?—Yes, it is a distinction, in fact, without any difference. With regard to that, I will read a part of the Order in Council of 1850, referring to the Reserved List R of lieutenants; that implies that these officers are not to be considered available for active service.

386. *Chairman.*] Will you read the words to which you refer?—"By placing on the Reserved Half-pay List all lieutenants who have not served afloat, or in the Packet or Revenue Service within 20 years, and all such as are physically unable to serve."

387. What are you reading from?—The Navy List, page 389.

388. Lord *Clarence Paget.*] You had better read the beginning of that Order in Council. Will you turn to page 388, that is the same Order in Council of June 1850?—"While my Lords have recommended the abandonment of the system of brevet promotion in future, they are nevertheless desirous of meeting the claims of old officers who have served long and well, and who seek their promotion rather as a reward for past services than in the expectation of further employment. To meet these claims equitably, and at the same time not to fill the Active List with officers who cannot long continue fit for service, their Lordships will promote by selection 50 commanders to the rank of captain. These officers will be placed on reserved half-pay; of these 50 20 will be selected in the present year, and 10 in each succeeding year, until the number reaches 50, when the vacancies only will be filled up." There is a note. "Further promotion to this List is abolished by Order in Council of 1st August 1860; but commanders who have been promoted to the Reserved List of Captains under the Orders in Council of 25th June 1851 and 30th January 1856, will be entitled to increase of pay, on the same scale as commanders retired with the rank of captain under that Order in Council, according to their length of service."

389. *Chairman.*] Do I understand you to infer from what you have read, as a part of the Order in Council, that in effect those who are on the Reserved List, as well as those who are on the Retired List, were put in nearly the same position with regard to future service?—I should mention that there are two classes of Reserved Lists.

390. Is the Reserved List one list, or are there more classes in that Reserved List than one?—There are two—the Reserved Captains' List F G consists of officers promoted from the Active List of Commanders, and the Reserved Commanders' List M N, which was brought into existence at the same time, consists of officers promoted from the Active List of Lieutenants. Those officers were promoted as a reward (so they were told) for past services. But being many of them of an age when they could not expect promotion to the Active List, nor further employment, these Lists were formed for them. Since then younger men have been placed on them and some officers of good service. They accepted their promotion, understanding that in case of war they might be called upon to serve. I hold in my hands a letter written to an officer on the Reserved List of Captains by the Private Secretary of Sir James Graham, which I may perhaps be permitted to read to the Committee. This Captain was promoted to the Reserved List without his consent.

391-3. Which List?—The Reserved List of Captains.

394. The list "F G"?—Yes; he was a Commander who had been serving, shortly before, on the coast of Africa, and when he came home hoped for promotion to the Active List. After his promotion he wrote to Sir James Graham offering his services if war should break out.

395. In what year was that?—In June 1853.

396. What was the answer of the Admiralty?—"I am desired by Sir James Graham to acquaint you that in the event of an emergency arising such as you contemplate your offer of services shall be considered." Thereby clearly implying that Sir James Graham's opinion was that the Reserved Captains might be called into active service.

397. Lord *Clarence Paget.*] Was that captain promoted at his own request?—No; he had no idea of it.

398. He was promoted without his knowledge?—Yes, without his knowledge; he was looking forward for promotion to the Active List, and therefore he was not gratified with his promotion to a new List which he did not understand. He wrote to Sir James Graham for employment in the Baltic, with which sea he was acquainted.

399. *Chairman.*] Are there many similar cases to that in which from the Reserved List the officers have applied to know whether they may be promoted and are promoted?—I know that many officers to whom the offer of promotion was made to this List declined it latterly; not those who were promoted to it at first, because they believed that it was a *bonâ fide* promotion; that is to say, that they would be almost the same as Captains on the Active List.

400. I am afraid I do not clearly understand how you draw the distinction. You pointed out to the Committee just now that which you called the two classes on the Reserved List, will you have the goodness to explain to the Committee the distinction which you say exists between the two classes on the Reserved List?—There can be no doubt, I think, with regard to those officers the Reserved Captains F G, and Reserved Commanders, M N, of whom I have been speaking (we will call them the first class), that it was intended, and they were led to believe, the wording of the Order in Council admitted of that construction, that in case of war, they might be called into active service. But at the same time that these two lists were brought into existence there were two other lists, the Reserved List Commanders, lettered L, and the Reserved List Lieutenants, lettered R, formed. Officers now on these

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Lists were not promoted from the Active List, but removed from the Active List; in fact they were reserved without promotion. The Reserved Captains F G, Reserved Commanders M N were reserved with promotion, and the Reserved Commanders L, and the Reserved Lieutenants R, were reserved without promotion; they were simply removed.

401. Sir *John Pakington.*] Is this what you mean by the two classes—those reserved with promotion and those reserved without promotion?—Yes. The Reserve Captains F G, and the Reserve Commanders M N, are reserved officers promoted from the Active List, with a step in rank, and the Reserved List L, and the Reserved List R, are Reserved Lists of officers removed from the Active List without promotion.

402. *Chairman.*] Then as to those removed from the Active List without promotion, does the same principle apply as to calling them out for future employment?—There are some who, as they are reserved, and not retired, consider that they are liable. It is a difficult question.

403. Practically, they are called out?—There has been but one case of the kind.

404. Practically, therefore, the second classes in the Reserved List are in a similar situation to those in the Retired List; they are not called out into active service?—There has been but one case of it.

405. In that class of the Reserved List, where they are liable by the Order in Council to be called out into active service, are the instances numerous where they have been so called out?—No; I only know one single case of an officer removed from a Reserved to the Active List.

406. Is the Committee to understand that, practically, there is no material difference between the Retired and the Reserved Lists, though in principle there is a substantial one?—Yes.

407. That is exactly the state of the case?—Yes.

408. Will you let me carry you to a new head, the question of promotion. What is the present system of promotion, whether in seniority or by selection; will you explain to the Committee that system at the present time?—Promotion in the upper ranks, that is to say, in the rank of flag officer, and the rank of captain, is by seniority.

409. Entirely?—Entirely. There is a clause in the Order in Council, reserving to Her Majesty her undoubted right of selection; but with that exception it is entirely by seniority. In the lower ranks, in the ranks of commanders, lieutenants, and sub-lieutenants, it is by selection.

410. What is the length or the nature of the service required in each rank for promotion from one rank to a higher one?—A sub-lieutenant need not serve a day; directly he passes, he is eligible for promotion to the Active List of lieutenants; a lieutenant has to serve two years sea service, a commander one year, and a captain in time of peace six years, in time of war and peace combined, five years, and in time of war four years; but with regard to sea service, nobody seems to know exactly what is sea service; it is not at all clearly defined; there is one case I know of, of an officer who is now qualified for promotion to the Active Flag List, who has never, as a captain, served outside Plymouth Breakwater, and never as a commander outside Portsmouth Harbour, but yet he is qualified for promotion to the Active Flag List; and I know cases of officers who have never served as commanders afloat (I will not say there are many cases, but there are cases) who are appointed to *bonâ fide* sea-going ships as captains.

411. As these promotions, in a great many cases, turn, as you have stated to the Committee, upon periods of service, has no definition or interpretation being given by the Admiralty of the meaning of the word "service"?—There is a definition, but it is so worded that it is by no means clear; and the fact is, as we know, that captains may qualify merely by serving in harbour for their Active Flag.

412. Would you read, if you please, what you say is by no means clear, in the interpretation which the Admiralty put upon their own rule?—I cannot find the definition of sea service or sea time to which I alluded. It seems to have been removed from the Navy List. Doubtless the Secretary to the Admiralty could produce it if it still exists.

413. Will you let me now take you to the next head. Having dealt with the question of promotion, which you have explained as being partly by seniority, and partly by selection; by seniority in the higher ranks, and by selection in the lower ranks, let me take you to the head of retirement. What are the rules as to retirement; do they not depend partly upon seniority in some cases, partly upon age, and partly upon service?—Yes.

414. Will you explain distinctly the regulations which are applied to retirement under those heads?—With respect to the captains, they are allowed to retire at the age of 55, and 10 years standing in that rank, under the Order in Council of 1847, to the Retired List, lettered C D E. By a new Order in Council of 1860, captains are compulsorily retired at 60 from the Active List, and placed upon the Retired List T, provided that they have never served in the rank of captain; but if they have served in the rank of captain, then they are exempt from such retirement; if they only have served a day, that will exempt them.

415. Did not the last Order in Council you have mentioned, that of 1860, first introduce the principle of compulsory retirement by age?—It did.

416. And that Order in Council refers to the compulsory retirement of captains?—Of some captains.

417. Does that Order, or does any Order in Council, require the retirement compulsorily of flag officers by age?—No. The Order in Council of 1860, which first introduced the compulsory age for retirement, is applied but partially to the Captains' List, simply to those captains who have not been employed at all in that rank. It is, however, applied fully to commanders and lieutenants.

418. Did I understand you to say, that even as to those captains who were subject to that Order in Council of compulsory retirement at 60 years of age, if they had served at all, the Order in Council did not apply to them?—If they served only a week, they would be exempt.

419. That is, as captains?—Yes, as captains; and I know an officer who, since this Order in Council came out, although he felt very unwell and unfitted to command yet, finding that, unless he got employment, by this Order in Council he would be retired by compulsion at 60 (which, I believe, he did not care so much about as that it would deprive him, when he rose to flag rank, of flag pay), he applied for, and was appointed to, a ship;

a ship; and having served (I forget the time, but less than a year) he resigned the command of the ship, which he felt sure from the first he would be compelled to do in consequence of bad health, and came home, having simply gone afloat to save himself from coming under this retirement, and to obtain, when he became a flag officer, the pay of a flag officer.

420. Does the principle of retirement by age apply to any other officers excepting captains?—To the commanders; none of the commanders are exempt; it applies fully to them, and to the lieutenants.

421. All who are in the Reserved List of Commanders, at 60 years of age are compelled to retire?—Yes.

422. And at what age are the lieutenants compulsorily required to retire?—At 60.

423. Then the same age is the limit of compulsory retirement in those three ranks in the Navy?—In those three ranks.

424. Does the principle of compulsory retirement apply to any other rank?—No. I should mention the commanders and lieutenants are also retired, if they have not served for 15 years; commanders who are retired from not having served for the previous 15 years are placed, if under 60 years of age, on the Retired List V, and Lieutenants, who are retired on the same grounds, are placed on a Retired List of Lieutenants, which has not any distinguishing letter, all the letters of the alphabet having been exhausted.

425. Then the commanders and lieutenants, as I understand you, are required compulsorily to retire—first, if they attain a certain age, and secondly, if they have not served for a certain period; is that so?—Yes; commanders may be retired at a much earlier age than 60. In fact, it is possible that a commander may be retired at the age of under 40. A sub-lieutenant is eligible for promotion to the rank of lieutenant at 19, and he may be promoted to a commander at 21; and if he does not serve for 15 years, that is when he is 36, under the present regulations he may be retired. And on turning to the List V, composed of commanders retired in consequence of their not having served for the previous 15 years, we find some officers there under 50, and there is one only 43 years of age.

426. Do the officers consider that that is what I may call a grievance or a ground of complaint with them, that they are forced to retire at an earlier period than the period fixed for compulsory retirement on account of age?—Yes; but the officers on the Active List of Captains previous to the Order in Council of 1860, or at the time that it was carried out, consider that they have a very great grievance, not so much in being compulsorily retired as in not being allowed to rise as they were to do before under previous Orders in Council, to flag pay as well as flag rank. And the senior captains, some of whom had not served a day as captains, were exempted on the plea—that because they were so near their flag rank it would be unjust to remove them. They were to rise to flag rank and flag pay; but the captains who were a little way below them, although they rose equally under previous Orders in Council to flag rank and flag pay, were removed and retired. I do not think that was so much a grievance as their being deprived of the prospect of receiving flag pay when they reached flag rank. This curious case was very nearly happening; and I believe, had there been only another flag vacancy, it would have occurred. Turning to the Active Captains' List of 1846, and referring to the second captain on that list, we come to Sir George Graham Otway. He nearly happened to be the junior captain on the 14*s.* 6*d.* class of pay. If he had been, he would have received, when promoted to flag rank, 1*l.* 5*s.* per diem, while Sir Andrew Hamond, the captain next on the List below him, but on the 12*s.* 6*d.* class of pay, would have received 1*l.* per diem. The captains considered that the privileges of rising in rank and to a higher rate of pay were guaranteed under previous Orders in Council, and that therefore the Order in Council of 1860 should not apply to them—that it should be prospective and not retrospective. There were some captains whose cases were particularly hard; captains promoted in 1846 and 1847, who were offered a retirement on the Retired List C D E (which was optional) three years before the Order in Council of 1860 came out, but they declined it. It was a matter of calculation: they said, We would rather remain on the Active List on a lower rate of pay, in order that when we rise to the flag rank we may obtain flag pay, in preference to going on the Retired List with a higher rate of pay as captains, but without rising, for a very long time, to the pay of rear-admiral. But three years afterwards appears an Order in Council, which, whether they like it or not, removes them at once from the Active List to a Retired List on 1*l.* a day, and deprives them of the prospect of receiving flag pay, 1*l.* 5*s.* per day, on attaining flag rank. They had been receiving from 60*l.* to 100*l.* a year less, believing that they were quite safe, when they attained flag rank, of receiving flag pay.

427. Then the great ground of objection, as I understand you, is, that they consider the Order in Council, being retrospective, operated injuriously upon them?—Yes, because they were receiving considerably less pay during the intervening three years. They gave up of their own accord what was offered to them, in the expectation that they might have afterwards the pay of flag officers when they reached that rank. And the same with regard to the commanders, it is a parallel case: many commanders were compulsorily removed from the Commanders' List, who were on the 8*s.* 6*d.* class of pay, and were on the point of reaching a higher rate of pay, 10*s.*, when they were removed; they had been looking forward to that increase ever since they had been promoted.

428. That is a similar objection to the last, namely, to the retrospective operation of that Order in Council, is it not?—Exactly.

429. It is not an objection which would apply to the Order in Council if the Order in Council had been made prospective to the officers after that date instead of being retrospective, as you say it was made?—Quite so. The same was the case with the lieutenants: there were many of the lieutenants who were very near the 7*s.* class of pay, and were removed; and some of those officers, who were very old men, had been looking forward to the increase of pay for 40 years and upwards.

430. Upon this question of retirement, there are certain differences of time allowed for retirement, are there not, in different cases; there is a value of time, is not there?—Yes; time is either full time, two-thirds, or one-third. Sea time (although the definition is by no means clear as to what sea service is) is reckoned as full time; then

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then service in the Packet Service is reckoned thus: the first three years count for full time, and after that as two-thirds. Coastguard time counts as one-third, that is to say, three years in the Coastguard are equivalent to one year served at sea: and the present Board of Admiralty very shortly saw the injustice of that applying to officers selected for promotion from the Coastguard, because they made an alteration; and now time in the Coastguard counts as full time in cases of officers who are selected for promotion from the Coastguard, and only as one-third in the cases of officers who are removed from the Coastguard when they attain 60 years of age, or who are not fortunate enough to be selected. I have been informed that it is most difficult to make a selection—as officers generally, or a great many of them, have the same claims. Unless an officer is fortunate enough to be selected, he may have 36 years' time in the Coastguard, but when retired, his time will only reckon as 12 years; and another officer, who has been fortunate enough to be selected from the Coastguard after only 12 years' service in the Coastguard, is retired on the same rate of pay. I know a case of two officers, who were then residing in Ireland one was retired by compulsion when over 60, having served no less than 35 years' time in the Coastguard, and received the very same amount of pay as an officer who was retired the other day, having been only 12 years in the Coastguard. The alteration granting full time to officers selected for promotion from the Coastguard was made in the course of 1861, the year following the retirement of 1860. It seemed that two lieutenants, who were selected on the 1st of January 1861 for promotion from the Coastguard, complained, and very justly, that their promotion was, instead of a benefit to them, the reverse, because their Coastguard time counting as one-third, and not full time, went for a mere nothing, and they were placed upon very nearly the same amount of pay as if they had never served at all. The Admiralty considered their case a very hard one, and so an Order in Council was obtained, and their time was allowed to be reckoned.

431. Sir *William Miles.*] What was the date of that order?—1861. Two officers were promoted by selection; it is the custom to promote two officers every year, on the 1st of January, from the Coastguard. Those officers who were promoted on the 1st of January, the first of the year following the new Order in Council of 1860, complained that, in consequence of that Order in Council only allowing their Coastguard time to reckon as one-third, their promotion was no benefit to them, and the Admiralty seemed to consider their case a hard one; and therefore a new Order in Council came out, dated the 4th of February 1861, but as these officers were promoted in the previous January, that Order in Council was of no use to them. But the Admiralty were very kind to them, for they took their commissions away, and gave them fresh commissions, dated the 5th of February 1861, in order that they might come under the new Order in Council, dated the 4th of February. I have the lists for April and July 1861, in which we find the dates of the officers' commissions, as retired commanders, on the W List,—Charles S. Haswell and Robert Parry. If we turn to the July List of 1861, we find that the dates are altered from the 1st of January 1861 to the 5th of February 1861.

432. That Order in Council does not appear before us, I think?—I will read it; it is in the Navy List: "Officers who in future may be recommended for the annual promotions on account of good service in the Coastguard or Revenue Cruisers, or as Mail Agents, whom it may not be considered desirable to promote to the Active List, to be promoted to the Retired List, and to be paid according to sea service on the above scale."

433. *Chairman.*] Then, they gave them the full time by that Order in Council?—Yes; and of course that made it a still greater grievance to those officers who had been compelled to retire in the previous October 1860.

434. Is that Order in Council prospective as to all those who serve in the Coastguard Service?—Yes; those officers who now serve in the Coastguard are only to have one-third time, unless they are selected on the 1st of January, when they get full time. But there were a great many officers who were removed from the Coastguard, and removed from full pay, who were receiving 11*s.* or 12*s.* per day, and they were retired by compulsion, although they always understood, when they accepted their appointments, that they were to remain as long as they were fit for duty. A curious case occurred in the West of England, two officers were removed in October 1860, and at the very time those two officers were removed in the West of England there was a Master serving in the Coastguard, stationed near them, and he was 64 years of age, but he was to remain while they were removed. I heard it from good authority, not from the officers themselves, but from those who knew them; they were quite capable of going on serving.

435. Sir *W. Miles.*] What were the respective ages of those officers who were removed as compared to those who stayed?—Those removed in 1860 were, of course, from 60 years of age and upwards; the ages of the two officers promoted I may be able to give; but I think I ought to mention that some of those officers who were retired from the Coastguard were almost ruined; they were receiving the pay of 12*s.* per diem, and had, what was to them, a comfortable home to live in; then, without any notice or preparation, they were, to use their own words, turned out of the service. I know one who had served in the old war; when he came to me, I felt extremely pained; the tears were rolling down his cheeks; he said he never expected to be treated in that manner.

436. As I understand, you state that in the West of England there were three officers; one who was retained at the age of 64, and two others who were removed; I wish to know if they were capable of service, and what the ages of those two officers were?—The age of one is 62 or 63, he was over 60; in fact, he was the younger man by two or three years; and there were no officers to take their places. I am not certain of the name of the other, therefore I cannot state his age now; I will fill it in. I have ascertained that the age of one of the lieutenants removed was 70, and of the other only a few weeks over 60. The age of the master was 62. I find on inquiry he was appointed to a sea-going ship soon after the Order in Council came out, and that it was not the master but civilians who were allowed to remain in the service though over 60 years of age. The latter were retired the year after, in 1861 I understand.

437. Lord *Clarence Paget.*] Is the one who was 64 years old still serving?—He may be; he was serving for some time after, because this was mentioned

mentioned to me nearly a year after that Order in Council.

438. *Chairman.*] Upon what ground was that officer continued?—The compulsory age of retirement did not apply to him; he was not on that list, he was a master.

439. That Order in Council did not apply to a master?—No.

440. Lord *Clarence Paget.*] The compulsory age of retirement for a master is 65, I think?—I do not know what it may be, but it struck a great many persons in that neighbourhood as very extraordinary that two officers should be retired, the one under 62 or 63, and one retained who was an older man.

441. *Chairman.*] As I understand they were in different ranks?—Yes; they were in different ranks.

442. It was not that the Order in Council operated unequally upon three persons in the same rank, but that the Order in Council operated unequally because it affected officers in one rank and did not affect officers in another, as I understand you?—Yes, and yet the officer was considered fit to retain the command of one station at 64, and two others were removed below that age; of course it made their case appear very hard.

443. Sir *John Hay.*] Though in different ranks they were performing similar duty?—Exactly similar duties.

444. *Chairman.*] Are there not in the Navy what they call good service pensions?—Yes, there are good service pensions for the admirals, and for the captains; there are seven good service pensions for the admirals of 300*l.* a year each, and also 10 service pensions of 150*l.* a year each, but the acceptance of a service pension necessitates removal from the Active List to the Reserved List A; accordingly some officers have declined these pensions, hoping perhaps to receive the other pension.

445. Then these pensions, if accepted, are another cause of retirement from the Active List?—Yes; there are 10 pensions; when a vacancy occurs on this List A from the death of any officers having a service pension, and that service pension is offered to a flag officer on the Active List, on his accepting that pension his name is removed from the Active List to the Reserved List. Sir John Louis died the other day, and his pension was offered to Admiral Greville, who on accepting it was removed to the Reserved List A.

446. It is optional whether he will take it or not?—Yes; he may decline it.

447. But the consequence of his accepting it is his removal from the Active List?—Yes; the consequence of his accepting it is that he is removed from the Active List.

448. And, in fact, you may call it another cause of retirement?—Yes, but that it is optional.

449. May I ask you generally, with regard to the feeling in the service, what is the feeling as to these Orders in Council; as to this last Order in Council especially, is there a feeling of satisfaction or dissatisfaction?—Dissatisfaction; however, it has its good points and its bad points, but the good points are not allowed to be extended to the officers who had been previously retired and reserved, although they were told they were not to suffer by being retired. And the bad points are pressed upon the officers on the Active List, who come under it, so that they suffer. The officers who were upon the Active List at that time complain that, by the Order in Council of 1860, they are debarred from rising as they used to do, if they reached the age of 60, to the higher rates of the half-pay of their own list, and the lower rates of half-pay of the list above them. And the officers retired and reserved complain that, because of their so being retired and reserved, they are not allowed now to retain any benefit that their services would have entitled them to if they had still continued on the Active List. The consequence is, that we find some who have seen good service receiving much less pay than others who have seen less service.

450. Did not those officers who retired before 1860 retire with full knowledge of the consequences of it?—The reserved officers who were removed without promotion were told that they were not to suffer by such removal, but that they were to have the same privileges as if they had remained on the Active List. The officers who were reserved without promotion, and placed upon Lists L and R, understood that they were to have the same privileges as if they remained on the Active List.

451. What would those privileges have been which they are deprived of now?—They would, in fact, be entitled to pay according to length of service, and of a step in rank when completing their 60th year.

452. Sir *Francis Baring.*] Will you read the words of the Order in Council?—There are officers on these Reserved and Retired Lists, some of whom, taking the Reserved Lists of Commanders L, now receive 10*s.* a day, who would be entitled to a higher pay if the benefit of the Order in Council regulating pay according to length of service was extended to them, because some of them have length of service; so with regard to List R, some officers are entitled to as much as 10*s.* a day, and some perhaps to more, if they were paid according to length of service; the words are "officers who may be thus placed on reserved half-pay will be allowed to retain all the advantages they now enjoy of rising in pay or rank, or of receiving the Greenwich out-pension."

453. *Chairman.*] What is the date of that?—1851.

454. Can you illustrate that by one case which would show how the Order in Council has affected those officers who were retired in 1851, under the Order in Council which you have just read; will you show how any privileges of theirs were taken away?—Suppose the case of a lieutenant on the R List, now reserved, his seniority being say 1820, and he being 64 years of age, had he been on the Active List, he would, because he was 64, immediately have obtained the rank of commander, to which he must now rise by seniority. I have no officer in view at the moment, though I know of many instances. Had a reserved lieutenant not been removed from the Active List, he would have become under the Order in Council of August 1860, provided he was 60 years of age, a retired commander, and would receive, if he had above nine years and less than 12 years service, 10*s.* 6*d.* a day, instead of receiving, as he does now, 6*s.* a day. I know an officer who came home from the West Indies; I believe his health had suffered very much from service, not only in that climate, in the West Indies, but in other tropical climates, and the Reserved List being formed, he was placed upon it, and believing that he would have the same privileges as if he remained on the Active List, he took no trouble whatever in the matter.

455. Lord *Clarence Paget.*] Was he voluntarily

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placed on that list?—No, he found himself placed upon it.

456. He was removed by age?—No, it came on him quite by surprise; he found himself on this list, but he took no further trouble in the matter, believing that it would not affect his interest, and that he would continue to rise; but when the retirement came out in 1860, and he found that officers considerably junior to him had the rank of commander, and also that he had service which would entitle him to 3*s.* or 4*s.* a day more than what he received, of course he felt very much aggrieved that he had been placed on that list. With regard to the two other reserved lists, the privileges of retirement have been extended to them; I allude to the Reserved Captains' List F G, and the Reserved Commanders' List M N; but the officers on these lists do not consider these privileges in the light of a boon, because they were promoted to the rank of captain and commander respectively, and they understood it was a *bonâ fide* promotion in their case. Commanders when promoted to the rank of captain, and lieutenants to the rank of commander, considered that they should be entitled to the privileges of captains and of commanders on the Active List. The advantages of pay according to length of service are extended to them, but as the Reserved Captains F G are paid as commanders, and the reserved Commanders M N as lieutenants they consider that they have not been fairly dealt with. Respecting the Greenwich Hospital out-pensions there are some officers on the F G List who receive the captain's out-pension of Greenwich, and some the commander's out-pension; there is also a commander on the M N List who is in receipt of the commander's out-pension, and some in receipt of the lieutenant's out-pension.

457. *Chairman.*] You stated that there were good points as well as bad in the Order in Council of 1860; do you consider the general principle, supposing it were a prospective and not a retrospective principle of compulsory retirement by age, a good principle or not?—Yes, undoubtedly; it is the only way to insure a steady flow of promotion; I know many officers to whom it has been applied complain very much of the compulsory age of retirement being only partially applied, they say it becomes very unjust to them and to those to whom it is applied; but if it were made the rule for all, without any exception, there would be no complaints made about it.

458. Then the principle of that Order in Council, if I understand you correctly, is generally approved of in the Navy, but it is thought that the application of that principle has been unequal; is that so?—There is hardly any point upon which naval officers are so generally agreed as that of retirement by age.

459. Do they want to extend that principle to all ranks in the Navy or not?—To all ranks in the Navy, without any exception whatever.

460. Then they would extend that principle to the rank of flag officer?—Yes, to flag officers.

461. What is the state of the Flag Officers List at this moment with regard to age, so as to show how the principle would apply if it should be extended to flag officers?—There are at present on the Active Flag List two officers above 85, and six above 80, including the two above 85; 19 are above 75; 31 are above 70; 51 are above 65; 66 are above 60; 83 above 55; and 97 above 50.

462. Sir *John Hay.*] Those are active officers?—Yes, supposed to be active officers. I recollect one morning when I was with Sir Charles Napier (it was not very long before his death, almost the last time I saw him in the summer of 1860), I do not know what his views originally were, but he certainly then seemed to be in favour of retirement, and one reason he gave was this: he said he thought that if distinguished officers were allowed to remain upon the Flag List, and a war were to break out, they would immediately and naturally enough apply for employment, and they would feel very much aggrieved, and their feelings would be very much hurt, if the application were not attended to; but if they retired it would be out of the question, because he said it is absurd to suppose that an officer at 70 years of age who had not been employed for some time could be fit to command a fleet, especially in time of war, and he mentioned many cases of officers in the actions of the late war, Lord Nelson and others, who had gained brilliant actions, as very young men, and who, he said, he felt certain would not have gained those actions if they had not been young men. And he said the only case that struck him at the time of men really between 60 and 70 fighting an action which a young man would not have done better, was that of Lord Duncan at Camperdown.

463. *Chairman.*] Do you know what the age of Lord Duncan was at the time he fought that action?—He was 67, I believe.

464. What you have stated is in a book by Sir Charles Napier, is it not?—I have the book here; these are the ages of some of the officers; Lord Howe was 69 when he fought the action on the 1st of June.

465. That was a very great action?—Yes; I was personally acquainted with officers who were in that action, and I have heard them say it was the opinion of the officers in that fleet that had Lord Howe been a younger man, half the French fleet would have been captured. I think there can be no doubt as to the fact that many French vessels were much crippled, and yet escaped, though they might have been taken. I have heard this from officers who were on board our ships. I will simply mention that it was considered that it would have been a much more decisive victory if Lord Howe had been a younger man.

466. As I understand your evidence, what you wanted to bring out was this, that Sir Charles Napier gave it as his opinion that no actions requiring great activity and exertion were likely to be fought by officers near upon 70 years of age, and Sir Charles mentioned as the exception Lord Duncan's great victory of Camperdown?—Yes.

467. That was really the effect of Sir Charles Napier's opinion?—Yes; and he also states an important fact in a letter that I have here with regard to the actions of the 1st of June and St. Vincent. Some persons who are opposed to a compulsory age for retirement bring forward the cases of Lord Howe and Lord St. Vincent as reasons for not introducing a compulsory age for retirement; they are instances of officers advanced in life fighting great actions. They mention Lord St. Vincent. Now Sir Charles Napier called my attention, and he alludes to it here, to the fact that the victory was gained, not by Lord St. Vincent, but by Sir Horatio Nelson.

468. You mean the action which is called St. Vincent?—Yes.

469. Will you state the identical words used by Sir Charles Napier giving the effect of age upon

upon the command of a fleet?—"It is absurd to suppose that an officer at 70 can command a fleet at sea during war when he has not been employed for some time, yet some fancy they can. Why, even I felt very different to what I did, but the fogs were awkward things, I can tell you. Had I foreseen all that happened, they might have found somebody else."

470. I believe the promotions in the Navy are not, like those in the Army, inserted in the "Gazette," are they?—They are not.

471. Do you know whether there is any feeling in the Navy upon that point?—I have heard many officers remark that they thought it would be desirable that the promotion of commissioned officers should be inserted in the "Gazette" the same as those of officers in the Army.

472. You think then that it would give greater satisfaction to the Navy if they were gazetted as the officers are in the Army; is that so?—Certainly.

473. Lord *Clarence Paget.*] I think you bring forward as a grievance on the part of Naval officers that this Order in Council of 1860 is made retrospective; is not that so?—Yes.

474. That it damages, in fact, their position as compared with what they would have enjoyed had it not been issued; is not that generally the complaint?—Yes. They say that it should be, in fact, entirely prospective.

475. In reference to a scheme, in the preparation of which you, I think, were a good deal concerned, and which was laid upon the table by Sir John Hay,—I think you stated that you had a good deal to do with preparing it,—was not there retrospective dealing with officers in that scheme?—Not to place them in a worse position than they were in before.

476. For instance, with regard to compulsory retirement, or in the way in which the scheme deals with officers, if you apply any compulsory rule to them, may they not consider that as a grievance, according to your principles, that nothing of that nature should be retrospective?—In applying any compulsory rule, it was not suggested that any officer should lose either in rank or pay; in fact they would gain.

477. Is there any Order in Council which has been issued which takes any pay or rank from any officer?—The Order in Council of 1860 has prevented, or will prevent, their attaining some of the privileges they would have had.

478. Does it take away from any officer any rank or pay that he enjoys?—Not at the very moment; but it took away from him on the 1st of August (the date of the Order in Council) the pay to which he would have become entitled on the 1st of August, had he remained on the Active List 24 hours longer.

479. Were there individuals who would have received higher pay on the 1st of August of that year, but who did not receive that higher pay in consequence of that Order in Council?—There were several commanders who were removed compulsorily from the Commanders' Active List, they being 60 years of age and upwards, who were very near the 10*s.* class of pay on the Commanders' List; one of whom, I believe, was within about 10 or 12 of it, and another within about 14 or 15; but the very day they were removed about 40 were removed above them; of course, had they remained, they would have been well up on the 10*s.* list, and these cases would not have occurred. Supposing an officer had been 60 on the 2d of August, and was a commander, we will say, of 1848, standing 50 or 60 from the 10*s.* list on the 31st of July; by the removal of a considerable number of officers on the 1st of August, who were 60 years of age or upwards, he would rise to the 10*s.* class of pay; and if removed on the 2d of August he would be removed on 10*s.* a day; but the officer who was removed the day before him would be removed on 8*s.* 6*d.* a day.

480. That would be consequent upon the removal of many other officers by the same Order in Council?—Yes.

481. If there had been no Order in Council he would have remained as he was, and would not have improved in pay?—Yes, he would, because he would soon have been in the receipt of 10*s.* a day.

482. In process of time?—Yes; some of them would immediately.

483. That comes to what I asked you before; you say that officers might hope, by remaining upon the Active List for a great number of years, to rise in pay, and that therefore an Order in Council retiring them compulsorily might damage their prospects after a certain period?—Yes.

484. I ask you, has any officer suffered a diminution of any pay or allowance in consequence of any Order in Council?—Yes, those officers have; because had there not been that Order in Council they would now have been in the receipt of 10*s.* a day, whereas they were retired on 8*s.* 6*d.*, and 9*s.*, and will never rise to 10*s.*, or anything higher.

485. Is it possible to make any arrangement with regard to compulsory retirement that is not in that sense retrospective?—Those officers would not object to having been retired if they had been allowed, as the existing Orders in Council they considered guaranteed to them, to rise to the higher rate of pay of their own list, and eventually, with a step in rank, to the lowest rate of half-pay of the grade above them, just as the senior captains were exempted from retirement upon the very ground that they were approaching flag rank, and therefore should be allowed to rise to flag pay; but the junior captains were not allowed to do so; nor were the commanders nor the lieutenants. There were some lieutenants who had been 45 years on that list who were within a very short distance of the 7*s.* class of pay; but they were for ever shut out from that benefit to which they had been looking forward for years, and which was guaranteed to them they considered under the Orders in Council of 1816 and 1830, and you may say 1840, because when new regulations were made in 1840, nothing was said about their not rising in pay, nor again in the Order in Council of 1851.

486. You are now alluding to officers who had been retired by previous Orders in Council; and the subsequent Order in Council gave greater advantages to other officers, and they consider it a grievance that they were not included; is that it?—No; I am speaking of officers on the Active List at the date of the Order in Council of 1860. These were lieutenants of 1815 and 1816; many of them were serving in the Coastguard, and they were removed from the Coastguard; the Coastguard time only counting as one-third gave them no benefit for their service, and they were retired on the same pay as they would have received had they been in receipt of half-pay, at 6*s.* a day; they were for ever shut out from rising to the 7*s.* list, though they were close upon it. One officer was, I believe, within 10 or 12, and it took him 45 years to reach that position on the list. These are hard cases.

487. In

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487. In proposing to extend the retirement to the flag officers, are you aware that the Reserved or Retired Lists with a compulsory age of retirement are necessarily unlimited?—To a certain extent they would be.

488. If you retired officers by age, it follows as a matter of necessity, does it not, that the Retired or Reserved List must be unlimited in number?—Yes.

489. Would it not be attended with very great additional expense to the public to retire all the flag officers compulsorily, by age, at 60 or 70, which is the age, I think, you propose?—We propose 70 for admirals and vice-admirals, and 65 for rear-admirals; at first there would be expense, but eventually that expense would decrease, because the officers who would be retired now are so advanced in life, that the vacancies would exceed in all probability the number of retirements in future, the ages of the officers who would be at once retired exceeding those of the officers hereafter removed to that list.

490. It would be reduced gradually, you think?—Yes, I think so.

491. Is there any practical reason of necessity at the present time for establishing a compulsory retirement?—I think to any officer who examines the Navy List carefully, the Captains' List, for instance, it will appear so.

492. I speak of the Flag Officers' List, is there any practical necessity now with regard to age; is there any paucity of young admirals?—There seems to be some difficulty in filling up commands at times.

493. How many flag officers are there under 60; you can tell from the list, I think?—Thirty-three.

494. How many flag officers are employed now?—I should say 15 or 16.

495. Is there any necessity at the present time for promoting younger men as flag officers?—Not for the purposes of employment; but I have heard that there is a difficulty in filling up commands that become vacant, and I should say that if we had a war, and more flag officers were wanted, there certainly would have to be a flag promotion immediately.

496. Is not the list in an improving state with regard to the age of the officers on promotion to their flag?—There are younger admirals, undoubtedly, than there were.

497. Is not that a state of gradual improvement?—I doubt whether it will continue; we have had within the last two years, certainly, rapid promotion; but if we look down the list, I think it will afterwards be checked, because we are getting younger middle-aged men on the list, and as the average age of the Active List diminishes, of course the vacancies will decrease; I understood (but I am now quoting from memory) that the average age of the officers on the Active List in 1851, at the time the Right Honourable Baronet the Member for Portsmouth carried out the retirement of 1851, was about 70 or 71, and now I should say it would be about 64 or 65.

498. That is taking the general average of the whole list?—Yes; I have the ages of the flag officers for every year.

499. Then I understand you that the list is at present in a not unsatisfactory state as regards young flag officers?—I should not consider it satisfactory; of course I cannot speak positively, but there are many of the officers on the flag lists young men, who do not seem to be employed; I do not know why; I have heard they have been offered employment, but do not take it: some may be unwell. When a command becomes vacant some difficulty occurs in filling up that command, I think; I only speak from hearsay.

500. That has no reference to age at all events; whatever other reasons there may be, the officers are young enough?—It has reference to age in this way; there are so many officers on the Active List who are not eligible by age; that the Active List has but few efficient officers; in fact, the Active List is not an Active List; there are 99 officers on it, but not 99 active and efficient officers; far from it. I have heard it stated, that there are not supposed to be more than about 25 really efficient officers on the list.

501. There are now, you have stated, 22 admirals, I think, under 60 years of age, of whom there are 11 employed, and the prospect at all events within the next few years is that they will be still younger for a certain time?—The general average will be younger, because instead of an officer who is, we will say, at the age of 80, when he dies an officer of from 55 to 60 rises to flag rank and takes his place.

502. Considering that the list is in a not unsatisfactory state, and that it would be very expensive to retire a considerable number of flag officers, and fill their places from the Active List, I ask you whether at the present time there is any great call for any change in the system?—In proposing any plan one has to consider not the state of one list only, but of the others, and any one who looks into the Captains' List will find that unless a compulsory age of retirement is shortly introduced, promotion will come to a dead block. It is as clear as possible to any one who will take the pains to go carefully through the Captains' List, and examine it carefully, that unless a compulsory age of retirement is introduced, we shall in a very short time have a dead block.

503. Compulsory among the admirals, you mean?—Yes; and eventually, if nothing is done, the junior captains, who were promoted the other day (the three youngest who were promoted in 1862 were Sir Malcolm MacGregor, Captain Lyons, and Captain Hewett), would be, I should say, from 25 to 30 years of age, or more likely 30 years on the list; consequently the youngest captains promoted in 1862 will be 58 years of age before they arrive at flag rank; there are many who are 40 years of age, and they will be 70; so that we shall be falling back into the evils which existed formerly, and which were partly removed by the retirement of 1847, and further removed by the scheme of the Right Honourable Baronet, the Member for Portsmouth. To show the necessity there was then for a change, and that it has worked in the right direction, I may mention that if there had been no retirement in 1847 the junior flag officer now would have been Lord Edward Russell.

504. If the changes had not taken place?—If we had gone on the old system of general promotions every five years, the junior flag officer now would have been Lord Edward Russell, who is now the senior rear-admiral, and some of the flag officers who have distinguished themselves highly as flag officers, Sir James Hope and Sir Rodney Mundy, would still have been captains; in fact, we must have had a very extensive promotion. Then again, if the Right Honourable Baronet the Member for Portsmouth had not done anything when he was in office, but had continued content with retaining the Active List at 150, and had promoted captains to that list whether they had served

served their time or not, the effect would have been this, that the vacancy that occurred the other day would have been filled by Admiral Craigie, a post captain of 1839, and the Noble Lord the Secretary of the Admiralty would only have obtained flag rank about six weeks ago, instead of having risen to flag rank five and a half years ago; in fact, the plan of the Right Honourable Baronet has accelerated promotion by five and a half years, and something more must be done yet.

505. Then I understand you, with regard to the flag officers at least, to admit that whatever is likely to take place at present, there is no immediate demand for a change on the score of the necessities of the Navy?—In any plan I do not see how one list can be separated from the other; you must consider the whole.

506. Are the captains not now promoted as a rule younger than they were some few years ago? —They are just now; the promotion in the last two years has been very rapid, but it will not continue.

507. For the last two years it has been very rapid throughout the service, has it not?—Yes, compared to what it was.

508. Therefore, if it continued as it has been for the last two years, there would be no call, as regards the wants of the service, for any particular change?—If we could ensure the same number of captains being promoted every year; but that we cannot; it is a most unusual flow of promotion now; in fact, a thing occurred the other day which will never occur again, at least most likely not this century: there were no less than 15 captains removed from the Active List of Captains by one single vacancy on the Active Flag List; 14 captains were removed to the Reserved List, and one captain was promoted to the Active List. Such a thing never will occur again; the greatest number that ever will be promoted at one time will be five. I find, on referring to the Captains' List, there must be no less than 22 flag promotions to promote all the captains of 1845 and 1846, on the average, removing two at a time; but after that, from 1848 down to the beginning of 1856, we may say there will be only single promotions for single vacancies, because nearly all the captains have served their time.

509. Sir *John Pakington.*] When you speak of captains of those years, you mean captains who attained their rank in those years?—Yes.

510. Lord *Clarence Paget.*] You are aware that the public are now paying a larger number of flag officers, Active, Reserved, and Retired, than they have ever done at any former period? —Yes, I have no doubt such is the case.

511. That has been granted by Parliament, with the view of improving the promotion throughout the Navy?—Yes.

512. And you have shown us, that at present the promotion of the Navy is not unsatisfactory? —Just at this present time.

513. It has been in an improving state lately? —Yes, but this is quite an accidental occurrence; it will not happen again; this very year we shall find a great difference between the number of vacancies on the Captains' List as compared with the number of last year.

514. You having stated that generally; I ask you then, whether it will be advisable, or whether we are justified, in your opinion, in asking Parliament for a large additional sum for retirement, when the condition of the service is, as I think it has been shown by you, not unsatisfactory as regards promotion at the present time?—It is much better, I think, to prepare for an evil which you know must arise, than to wait till it comes, and then to have to bring forward a plan hurriedly.

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515. Sir *John Pakington.*] You have been just asked by Lord Clarence Paget, whether you think we shall be justified in asking Parliament to incur expense in this matter; looking to the present state of the Navy, is it your opinion as an individual, that it would be right to ask Parliament for whatever may be considered necessary for the future welfare of the Navy?—Certainly.

516. In considering a matter of this nature, do you think we are limited to the present state of affairs, or that we are at liberty to look forward to the future?—Certainly, to look forward.

517. You have been in communication for a considerable time with a very large body of Naval officers, have you not?—Yes.

518. What is your opinion as to the general feeling in the Naval service, with regard to satisfaction or otherwise, as to the present system of promotion and retirement?—There is a general feeling of depression existing, because officers who look ahead, as they term it, see that there must be a block. With reference to the system of promotion, there are a great many officers who would be very glad to see the system of promotion by selection in the lower ranks to a certain extent departed from; that it should be partly by seniority, and partly by selection; not simply by seniority of standing, but seniority of sea service.

519. I asked you whether there is or is not a feeling of dissatisfaction in the Naval service?— Yes.

520. You have had communication, as I understand you, with a great number of Naval officers?—Yes.

521. And the result is a belief, in your mind, that the Naval service, speaking generally, is not content with the present system?—Certainly.

522. Do you think that the Order in Council of 1860 has had any material effect in diminishing that feeling of dissatisfaction?—No, it has increased the feeling of dissatisfaction.

523. You spoke just now as to the prospective probability of what you called a "block," I think, in the system of promotion; has not the system of promotion and retirement in the Navy for a long period of time consisted of a series of blocks?—Yes; the retirement of 1848 was to remove a block.

524. Does not that apply to all (on almost, if not quite, all) these various lists which you have referred under the letters of the alphabet; were they not all a series of attempts to relieve the service from a series of blocks?—They were.

525. Has not the result of that system been a great inequality in promotion, from stagnation at one time to an undue flood of promotion at another? —Yes.

526. From your long consideration of this subject, do you think that that sort of alternation of blocks and floods of promotion is for the benefit of the service, or would it not be much more satisfactory that promotion should be in as equal a flow as possible?—Certainly; we should have a steady continuous flow of promotion.

527. That is what the service desire?—Yes.

528. Do you think that any system, except one of retirement by age, applied to all ranks, will ensure that flow of promotion?—No; I am not aware of any system, except retirement by age.

529. You spoke in one of your answers just now,

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now, of the rapid promotion of the last two years?—Yes.

530. Has not that rapid promotion of the last two years been the result of the partial attempt to check the evil which was made by the Order in Council of 1860?—Yes, partly the result of that. In the end of 1860 and 1861 certain captains came under the compulsory age of retirement, and have now been removed, and caused vacancies which otherwise would not have been occasioned.

531. Are you aware that previously to 1860 the promotions to the Captains' List and to the Commanders' List were restricted to one promotion for three vacancies, on account of these lists being more full than was consistent with the regulations?—Yes.

532. Was not that restriction to one promotion for three vacancies, put an end to by the Order in Council of 1860?—Yes, it was.

533. The effect of that Order in Council was so to reduce those lists that now the First Lord is free to fill up every vacancy that occurs?—Yes, but the Captains' List had been previously reduced to the required number, and the Flag List was at its proper number; the Commanders' List was the one referred to; the other list had cleared itself in the spring of the year 1860.

534. At all events that applied to the Commanders' List?—Yes; it was, I think, about 40 above its permanent number.

535. Do you not regard the promotion of the last two years as another proof of the flow of promotion which arises only for a time, in consequence of the changes which have been made with a view of relieving the service?—Yes.

536. I think you have already stated that you believe that that flow of promotion will not continue, that it will not be permanent?—It will not be permanent.

537. Are you of opinion that the service are dissatisfied with the inequalities and varieties that exist between the different Retired Lists?—Yes; the officers have been retired at various times on different pay.

538. And on different principles?—Yes, on different principles.

539. That is another result, is it not, of these lists having been created from time to time to meet a momentary difficulty, and without being based upon any consistent principle?—Yes; in fact there is a general wish on the part of officers that some comprehensive measure should be introduced which would not require alteration.

540. Is it your opinion that it is desirable for the service, and that the Naval service is also desirous that all this mass of different lists should, as far as possible, be simplified?—Yes, it is the general wish.

541. Are you of opinion that it is desirable to maintain that distinction which has existed of late years between the Reserved and the Retired Lists?—No, I see no occasion to do so.

542. Practically, there is no difference between them?—Practically, there is no difference between them.

543. Are you conversant with a plan which was proposed at the time when I was at the head of the Admiralty, and which was subsequently laid before Parliament?—Yes.

544. You are aware that that plan proposed the adoption of the principle of retirement by age, applying to all ranks?—It did.

545. It proposed that flag officers should be retired at 70, and that captains, commanders, and lieutenants should be retired at 60?—Yes.

546. The plan introduced by an Order in Council of 1860 adopted that proposal so far as regarded the lieutenants and commanders, did it not?—It did.

547. But it applied the principle to the captains in a very limited degree, and to the Flag List not at all?—Yes.

548. Do you consider that that was a serious defect in the value of that Order in Council of 1860?—Most decidedly.

549. Is it your opinion that looking to the future, and notwithstanding the rapid promotion of the last two years, it will be desirable to apply that principle to the higher ranks in the service, if the service is to be kept in an effective condition?—Certainly. In fact, I have here a list of the number of captains that will be subject to the retirement by age, showing how very few there are on account of all the captains employed in that rank being exempt. This year three have been retired, next year there will be two, in 1866 only one, in 1867 not one, in 1868 three, in 1869 two, in 1870 four. By this time some may serve, and if they do, they will not be subject to the compulsory age retirement.

550. In what you have this moment said with regard to removals, I understand you to be speaking of captains who were not removed from the Active List, and who will be removed?—Yes, owing to the partial operation of the age of retirement for the captains.

551. Looking to the future, and regarding the question prospectively, is it your opinion that under the Order in Council of 1860 the slow flow of promotion will revive to such an extent as to revive the old difficulties?—Yes, something will have to be done eventually; and I should say that in two or three years' time we shall find the promotion coming to a block, and then the Order in Council of 1860 will have to be supplemented by another Order in Council of 1867 or 1868. It is that system, which may be called the hand-to-mouth system, which is objected to so much. Naval officers consider that a comprehensive measure might be introduced which would not require any further alteration for some years to come, but owing to these different retirements Naval officers themselves are completely puzzled. There are alterations as to the value of time; in some cases officers do not know when they retire what they are to retire upon.

552. With regard to the prospective expense of adopting a uniform and consistent system throughout the service, are you aware that the expense of that system was accurately calculated by an actuary?—It was.

553. Is there not another advantage in adopting a system of retirement by age applied to all ranks, that it would be hereafter unnecessary to retain the Active Flag List at so high a number as 99?—It might be reduced.

554. The schemes to which you have referred, namely, the one drawn out when I was at the Admiralty, and the scheme which has been since submitted to the Duke of Somerset by Sir John Hay, although they did not concur as to the number of flag officers who might be required, both agreed in very materially reducing them?—Yes.

555. Sir *William Miles.*] There was one fact that you stated which I did not quite understand, that owing to a particular circumstance within the last two years promotion had been exceedingly rapid;

rapid; you did not state what that particular circumstance was?—Under the present system captains who are not qualified for their active flag are promoted when they rise to the top of the list to the Reserved Flag List B; when a vacancy occurs on the Active Flag List, which they are not able to fill, and the first captain on the list qualified for promotion to the Active Flag List, is placed on the Active Flag List, all those captains above him being removed at the same time. Now, the other day, I believe last April, on the death of a flag officer, the 13 senior captains on the Captains' List, not being qualified for their promotion to the Active Flag List; and I may add another captain, preferring, I believe, to keep his present appointment to going on the Active List; as many as 14 were removed to the Reserved List for one single vacancy on the Flag List; consequently, one single vacancy on the Flag List led to the promotion of 15 captains to flag rank.

556. That is not likely to occur again under this system?—Not this century I should say, at least; I do not know any case upon looking down the list.

557. You mentioned a case in your examination in chief, in which an invalid officer came out and took a ship, kept it for under a year, and then retired from ill health?—He did.

558. That officer, after such service, would then proceed to his rank as flag officer, would he not?—It made no alteration with regard to his rising to the rank, but it made this alteration, that when he rose to flag rank, he would be entitled to flag pay, namely, 1 *l.* 5 *s.*, instead of 1 *l.* per day.

559. Sir *John Hay.*] I think you have stated that the condition of the Navy List, as at present constituted, is very unsatisfactory?—It is.

560. And that, although at present there has been from exceptional causes for two years a more rapid flow of promotion than usual, it is unlikely that that rapid flow will continue?—It certainly will not continue.

561. You have made calculations, I think, which would show that taking the natural duration of human life, it is impossible that the present rapid flow of promotion can continue?—Yes.

562. Can you state to the Committee what will be the ages of the captain who will become the junior flag officer in various years from the present time to 1870?—I am not certain whether I have the ages, but I could put them in; I know this, that the three youngest junior captains promoted in 1862, were 28 years of age; if nothing is done, I have no doubt they will be very close on 30 years on this list; therefore they will be nearly 58 when they are promoted.

563. Sir *John Pakington.*] Before they reach their flag?—Yes; they will be the youngest men who will then be promoted to the Flag List; 36 captains were promoted in 1862, 14 of whom were 43 years of age and upwards, consequently they will be more than 70 years of age when they reach flag rank. Of the captains of 1854, there are no less than 20 now qualified for promotion to their active flag, and six more who, in all probability, before they arrive at the top of the list will become qualified, making 26; so most likely it will take three years to work off one year's list.

564. *Chairman.*] You have formed your calculations upon the assumption, I conclude, that the state of things is the state of things which now exist with regard to peace or war; you have not calculated the contingencies of a war?—No, not of a war.

565. Sir *John Hay.*] Is it the case that the violent deaths in war, looking at the Russian war and other wars, materially affect your calculations?—No, they do not; there were very few officers killed in the Russian war; the general impression was that there would be a great many.

566. Was not there some calculation made in the year 1853 which was not disturbed by the circumstances of the war?—Yes; calculations were made in 1853 which were correct in almost every year down to 1862; in one or two years they were a little out, but they righted themselves again in the following year; and they were so correct that, in 1862, the officer actually named for promotion, in January 1862, was the very officer who was promoted, Admiral Denman.

567. Therefore, your calculations, which you say have been made principally with reference to a time of peace, are not likely to be disturbed by the contingencies of a war?—They were not disturbed by the Russian war, decidedly, and I believe in the old war with France there were not many captains killed.

568. Sir *William Miles.*] Were your calculations at all assisted by an actuary?—They were based upon the Northampton tables.

569. Sir *Francis Baring.*] You have stated that the state of the different lists is very unsatisfactory, and I think, in the plan which has your approval, there is a proposal as to the mode in which the future Retired Flag List should be composed; would it be too much trouble for you to put the different lists into this one list, so that we should see whether it would be an improvement or not?—Yes, as it would appear if the plan were adopted; I will have that paper prepared.

570. Sir *Henry Willoughby.*] I understand that the present Active List consists of 99 admirals, 350 captains, 450 commanders, and about 800 lieutenants; have you ever considered whether even that number is not too great to give a fair chance of promotion to those various officers?—The number is so great that I think it would be very advisable to reduce all those lists, and by applying a compulsory age of retirement there would be a steady continuous flow of promotion. The number of officers is too great for employment to be found for them; for we find that out of 99 flag officers only 15 or 16 are employed, and that there are no less than 52 who have never been employed as flag officers. Out of 350 captains, no less than 230 or 240 are unemployed, and 138 have never been employed at all in that rank, and a great many of them never will be; out of the 450 commanders 118 are employed in sea-going ships and in harbour ships; 69 are employed in the coastguard; 19 as mail agents in the Packet service; total 206, leaving of unemployed 244; and out of these there are no less than 106 who have never been employed in any way whatever in their rank as commanders, and 88 have been only employed in the Coastguard, leaving in fact over 250, or the majority of the list, who have never been employed as commanders in sea-going ships.

571. Therefore, taking the matter as it stands, you have no doubt that there are a greater number of officers appointed than in their different grades fairly obtain their promotion?—Yes, they are promoted to the Reserved or Retired Lists because they are not able to obtain employment to give them their promotion to the Active List.

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572. Is not that also a cause of deep dissatisfaction in the service?—Yes, it is well known in the service, that the normal condition of naval officers after they attain the rank of commander, is that of non-employment or half-pay.

573. Comparing the number of those who now compose the Active List, with that of former periods, it is very inferior in number to what has occurred in many periods of our history, particularly in 1816?—Yes, but the list had increased to an enormous number then, owing to the long war with France, which continued for nearly 22 years.

574. In 1816 there were 211 admirals, 255 captains, 815 commanders and masters, and 4,000 lieutenants; it is quite clear that no state of things could afford a reasonable chance of employment to that number of gentlemen in the various grades with a view to promotion afterwards, taking the vast number in 1816?—It is quite clear that could not be. I have here a statement which shows that in 1815 (quite the beginning of the year before the large promotion took place to which I have alluded), there were out of 3,200 lieutenants, 982 employed; in 1825, 10 years after the war, the list had become reduced, by death principally, from 4,000 to 3,720 lieutenants, of whom 528 were employed. 10 years afterwards we had on the Lieutenants' List 3,084, of whom only 354 were employed; I mean in sea-going or harbour ships; I do not include the Coastguard. In fact, only one in ten of the lieutenants could then obtain employment. In 1845, of 2,549, 577 were employed.

575. Can you point to any period from 1816 down to the present time, when the numbers of those various grades were in such a proportion as to afford that reasonable chance of promotion to the higher ranks of which it would be likely that any class of officers would look to in the profession?—No, I cannot.

576. You are then of opinion that there has been a constant tendency to promote more gentlemen to these various grades than employment could be found for, according to any reasonable calculation?—Yes, owing to there having been no limit placed on the entries into the service. From 1815 to 1834 there was no limit whatever, and the consequence was, of course, that promotions were made, and that all the lists became over-crowded.

577. Is it your opinion that the limits of the entry into the service are on a satisfactory footing now?—No, they are not.

578. Will you explain why not?—With regard to the entries into the service, I think there should be some system of entries based upon the vacancies that occur during the previous year. If I might refer to the report of the Select Committee that sat in 1848, that question is alluded to by Lord Auckland. I believe the Honourable Baronet, the Member for East Somerset, was a Member of that Committee, and the Right Honourable Baronet the Member for Portsmouth also; very similar questions were put to Lord Auckland and to the late Lord Herbert of Lea. The Chairman of the Committee, the present Duke of Somerset, then Lord Seymour, put this question to the late Lord Herbert; it is No. 10146: "With a view of rendering the service more effective, and at the same time reducing the dead weight of the Navy, do you think it would be advisable that there should be a limitation in the number of entries in the first instance?" Lord Herbert, then Mr. Sydney Herbert, replied ——

579. Sir *Harry Verney.*] Was he Secretary to the Admiralty at that time?—He had been; he was not at that time. He replied: "Most certainly one of the misfortunes of the Navy has been, I think, the want of limitation, or at least the want of system. Boards of Admiralty have acted, one after the other, with very little system in reference to what has been brought before them. When Lord Minto was First Lord of the Admiralty, he reduced very much the entry of naval cadets; perhaps it was carried too far, and the result was, that there were great complaints from all ships that they could not carry on the service. I think our Board went into the opposite extreme, and admitted too many. As our ships are now officered, compared with the Army, you will find young men introduced at the bottom in such numbers that there is no possibility of absorbing them afterwards by employment or promotion. If you take a regiment of 1,000 men, and a line-of-battle ship of 1,000 men (the number of superior officers being much the same), the number of subaltern officers in the ship is about eight more than in the regiment, from the great number of midshipmen and naval cadets." The Chairman also asked this question; it was in reference to the Half-pay List: "Is not that list made large by promoting more officers than you want?—Yes, by admitting so many into the service at the bottom, that you are obliged to promote a greater number afterwards than are necessary for the public service." Then this question followed: No. 10155. "What suggestion would you offer to prevent the continuation of that great excess of officers?—The suggestion I would make is this: of course, as a civilian, I must speak with great deference on the subject; but I should say, from what naval offiers have told me, that it would be possible so to officer the ships as to diminish the number of subaltern officers, and to do part of the work which is now performed by them by the creation of a superior class of warrant officers, who would take some of their duty."

580. What is the plan which you would propose in order to limit the number of entries?—We would propose the same; if I might be permitted to read a short extract from the report of that Committee—it is this: "Your Committee observe that in the year 1846, 226 cadets were received into the Navy. When an allowance is made for casualties, 150 of these young men will be ripe for promotion in the same year, and will be pressing for admission to the Lieutenant's List, which, if peace continue, will remain closed, except on the condition of one promotion for three death vacancies. The disappointment which inevitably awaits a large proportion of those young men ought not to be forgotten; it can only be obviated by large indiscriminate promotions as heretofore, which have crowded the Half-pay List, which have prevented the diminution of the deadweight of the Navy, even in a long peace, and which have entailed on the public an unnecessary but heavy expenditure. When officers are once admitted into the service, they have a claim on the public: restrictions to limit the first admission injure no one, but they are the key to future savings of half-pay; it is also worthy of the consideration of the Admiralty, whether the proportion of mates, midshipmen, and cadets in ships of the larger class might not be somewhat reduced, and the proportion of warrant and petty officers in an equal degree augmented. If this change could be effected without injury to discipline, a better prospect of promotion,

promotion, and of new advantages would be opened to the able seaman, and fresh inducements, both to enter the service and to remain in it, would be offered, not only without a sacrifice, but even with a saving, of public money. On the whole, Your Committee attaches great importance to the imposition of a judicious check on the entry of cadets into the Naval Service, they have stated the principle which ought to be regarded; the application of them must be left to the Executive Government.

581. That is from the Committee's report?—That is in the report.

582. Of what year?—In 1848.

583. Sir *John Hay.*] Were not the suggestions framed by the naval officers and submitted by me to the House of Commons, framed in accordance with those suggestions?—They were.

584. And has not the present Board of Admiralty, in its criticism, rejected the recommendations of that Committee?—Yes.

585. Sir *Henry Willoughby.*] Do I understand that you concur in the views you have just read to the Committee out of that report?—I do.

586. Applying your attention to the entries of cadets in the last year, are you of opinion that the numbers entered have been too great?—No; but there should be some system: they vary at present. We have too few sub-lieutenants: I should like to see that list raised to 300, and kept as nearly as possible to that number; at present, we have only 120 on that list.

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587. Are you aware of the number of cadets that have been entered in the last 10 years?—I am.

588. You have seen the return of it?—I have.

589. And do I understand that you do not consider that the number of entries has been too great?—I spoke, perhaps, too hastily; 200, I believe, is the number now. That number may be too great. I hear that a great many young officers are coming on, notwithstanding that several have left the service.

590. Can you, then, state that you are satisfied with the system of entry as it now exists?—No; as, apparently, there is no regular system.

591. When you say "system," do you mean that there should be so many entries every year?—The entries should be regulated according to the number of vacancies of the preceding year.

Veneris, 24° *Aprilis*, 1863.

MEMBERS PRESENT:

Sir Francis Baring.
Sir James Elphinstone.
Mr. Finlay.
Sir John Hay.
Mr. Maguire.
Sir William Miles.
Lord Clarence Paget.
Sir John Pakington.
Sir Harry Verney.
Mr. Walpole.
Sir Henry Willoughby.

THE RIGHT HON. SPENCER H. WALPOLE, IN THE CHAIR.

The Rev. WILLIAM HARVEY; further Examined.

Rev. *W. Harvey.* 24 April 1863.

592. Sir *Henry Willoughby.*] I WAS asking you, on the last day, about the limitation of the entries for naval cadets. It appears that in 1858 there were 140 entries; in 1859, 236 entries; in 1860, 179 entries; in 1861, 174 entries; and in 1862, 189. With your views, do you consider those numbers to have been excessive?—I should consider, at present, that about 200 ought to be entered, until the Sub-Lieutenant List is increased to 300; then I should be glad to see the proposal contained in the suggestions laid before the Duke of Somerset by the Honourable Baronet, the Member for Wakefield, carried out—that is to say, as soon as the Sub-Lieutenant List was increased to 300, by way of introducing a system—it may not be the best one, but I know of no other; I think that the entries into the service should be regulated according to the number of vacancies on the Lieutenant's List, and to fill up the vacancies which occur amongst the junior officers in the ranks of midshipmen and cadets.

593. What would be the result of the system that you propose at which you would arrive; that there should be a fixed number of entries?—It would depend upon the number of vacancies of the preceding year; it is only to shape a system; at present there appears to be none; at one time there is no limitation placed upon the number that are entered; then too many are entered; and at another time there are too few entered.

594. Do you say that the number of sub-lieutenants being filled up, you would only have entries according to the vacancies?—Yes.

595. That is the mode in which you would desire to correct that end of the scale?—Certainly.

596. You stated in your evidence, that between 1816 and 1846 there were certain promotions made, with a view of removing what you called blocks; that was so, was it not?—General promotions prevailed till then; but promotions have been made in order to remove the blocks that have occurred since 1846; which has led to all these different retirements.

597. Could you, without inconvenience, give the numbers of the Active List at each of those periods?—I can put them in.

598. At each period when there was that promotion in order to relieve the block; you can put in the precise state of the Active List?—Yes; both immediately before and following.

599. Does Appendix No. 12 give the number at the dates to which I have alluded?—Yes.

600. The effect of those various promotions on those occasions was to increase the Reserved and Retired Lists?—Very considerably, indeed.

601. And to add to the non-effective expenditure of the Navy?—Yes; the officers were simply transferred from the Active List to various Reserved and Retired Lists. Before the general promotions were done away with, there were simply four Retired Lists; the Retired List of captains, which was rapidly dying away, consisting of a very small number of retired captains; the officers retired from the Commanders' List, with the rank of captain on the List, lettered H. I. K.; the Retired Commanders' List, O., the oldest list in the Navy List, I believe, dating back from 1737, and the Retired Commanders' List P.; in 1847 the first large retirement was made from the Active List of captains, which brought into existence the Lists now lettered C., and C. D. E. In 1846, in consequence of the over-crowded state of the Captains' Active List, a retirement became necessary. The senior 100 captains, who were in receipt of 14 *s.* 6 *d.* per diem, half pay, at the time, were offered a retirement of 1 *l.* 5 *s.* per diem, and the rank of Rear Admiral; 54 of the 100 accepted this retirement. To the 150 captains succeeding them on the List in receipt of 12 *s.* 6 *d.* per diem, was offered a retirement of 1 *l.* per diem, but without the rank of Rear Admiral. Out of that number of 150, 95 accepted the retirement, and to the remainder of the captains on the half-pay of 10 *s.* 6 *d.* per diem, was offered a retirement of 18 *s.* per diem. Out of those captains 32 accepted the retirement; they were to be 55 years of age, and not less than of 20 years' standing; but I know of cases which occurred in which some who were in infirm health accepted the retirement under the age of 55, though I believe they were none of them under 50; this Retirement brought into existence the Retired Lists lettered C., and C. D. E.; it was brought forward to relieve the Active Captains' List, and to accelerate the promotion of the captains to their flag; I may add, supposing we had gone on under the old system of brevet promotions, every four or five years, that the junior Flag Officer now would have been Lord Edward Russell, who happens to be, I believe, the senior Rear Admiral or junior Vice Admiral. We should have been deprived of the services of such distinguished officers as Sir James Hope, and Sir Rodney Mundy, and many others.

602. *Chairman.*]

602. *Chairman*]. In what year did the system of brevet promotion cease?—In 1846 the last brevet promotion was made, and then, for the first time, the Active List of Flag Officers was reduced to a fixed number of 150; it was proposed to reduce the Captains' List to 500, at the time; and after removing the officers I have mentioned to the C. and C. D. E. lists, I believe there were still 570 captains left on the Active List. As a rule, the promoting of only one officer in three had to be continued; there was no fixed number either for the Commanders' or the Lieutenants' Lists; they were not affected by that retirement.

603. At that time there was no compulsory retirement?—None.

604. I will come to the time when the compulsory retirement was established; that was, I think, in the year 1860?—Yes; but between those two periods there was another retirement supplementing, one may say, the retirement of 1847; it was found that although the retirement of 1847 undoubtedly brought captains much more rapidly to their flag than would have been the case had the former system been continued, yet a further change was necessary, and in 1851 the Right Honourable Baronet, the Member for Portsmouth, proposed another measure; 1860 was the first year in which the compulsory retirement was introduced; I mean the compulsory age retirement. There was compulsory retirement in 1851 in this way, that officers who had not served for the previous 20 years, or were physically incapable of further service, were removed from the Active List of Commanders and of Lieutenants.

605. Sir *Henry Willoughby.*] Was that the first beginning of the principle of compulsory retirement being acted upon?—Yes, I should say in 1851.

606. Coming to 1860, the principle of compulsory retirement was applied to the ranks of lieutenants and commanders and captains, was it not?—To commanders and lieutenants.

607. Only?—Very partially to the captains; only those captains who had not served in the rank of captain were subject to this retirement; all the others were, even if they served only a week, exempt from it.

608. That change of principle in 1860 has, I think you said, caused dissatisfaction?—I do not know whether I conveyed my exact meaning as I intended to the Committee; what I meant was this, that the service generally, I believe, approve of the compulsory age retirement, provided it be carried out impartially; that is to say, that it should be applied to all ranks alike; but there is a very strong feeling against the compulsory age retirement being applied to commanders and lieutenants, and only partially to captains, when it is not at all applied to the Flag List, or to the remaining portion of the captains.

609. Your opinion seems to be, that there should be compulsory retirement upon all classes?—Yes, undoubtedly.

610. Without any condition whatever?—Without any condition whatever.

611. Would there not be some inconvenience in endeavouring to carry into effect such a principle suddenly on the Flag List?—I do not see it so; I have a paper here which will show how many officers would now be retired if the compulsory age retirement were carried out.

612. You are aware that there would be certain difficulties in dealing with so large a body of distinguished officers at any given moment; do not you admit that?—I do not see any great difficulties.

613. Supposing the effect of the regulations was, that 70 should be the age on which compulsory retirement should operate, and that 30 admirals should be at once removed from the Active List, you would consider, perhaps, that that might assume the appearance of a harsh measure?—I do not see why it should do so if the rule were applied universally to all; I have heard some of the flag officers admit that they should not object to the retirement, if the rule were applied to all, without any distinction whatever.

614. Would it not meet some of the difficulties of the case if the change were made prospective; for instance, say that the age of an officer should be 70, prospectively, at which time compulsory retirement should take place?—Then there would be this difficulty: I have often turned this subject over in my mind; that if you adopted that principle, and made it prospective for admirals, you should, in fairness, extend it to the captains as they both rise by seniority. If you place any restriction you must go a long way down, so as to prevent any measure of flag retirement being carried out for some years to come.

615. Lord *Clarence Paget.*] Was it made prospective as to the lieutenants and commanders to whom it applied in 1860?—No; I know that some of those officers felt very much aggrieved, because, at the same time, it was stated that the flag officers were exempt from the retirement on account of their services during the long war with France; the same reasons were not extended to them, they also having served during that war.

616. Sir *Henry Willoughby.*] I understand your opinion is, that the age should extend, on the same principle, throughout the whole of the four classes?—Certainly.

617. And that such an operation should take place at once?—Yes; in fact, the sooner it is carried out the better. I should say that many flag officers are prepared for it.

618. You stated that the Orders in Council, as to promotion and subsequent retirement, had caused dissatisfaction to the parties who had been so treated. Do you know that men capable of service have been placed upon the Reserved or Retired List?—Yes; I can give a case: the other day an officer was promoted from the Coast Guard service, not from the shore service, but in command of a Coast Guard tender, and placed, much against his will, on the Retired List of Commanders, W.; he was very willing to go on serving if he could not get his promotion to the Active List of Commanders, and he certainly was quite capable of doing so.

619. Having stated one case, are you able to say that there are any great number of officers in that position?—The officers selected for promotion from the Coast Guard were generally placed on the Reserved List, M. N. Those selected now are, under the last Order in Council, placed on the Retired List, W. These officers might be capable of service. There are officers who, I see, are on the different Reserved Lists very young men, and certainly at an age when one would fancy they could serve.

620. That is the inference you have drawn, merely from the age of the parties?—Yes.

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621. It is stated that there are 290 officers below the age of 60 on the Reserved and Retired Lists. Do you know enough of these Lists to say that any large proportions of those 290 are capable of service, and have been put on these Lists against their will?—There are officers who have been promoted from the Active Commanders' List to the Reserved Captains' List, some of whom were capable of service, and one of whom—whose case I mentioned on Tuesday last—was very willing to serve; this occurred just before the Russian War broke out; he applied to Sir James Graham for employment, and on the special grounds that he was acquainted with the Baltic, and he received an answer from Sir James Graham's private secretary, Captain O'Brien, stating that his application might be considered, thereby implying that the belief of Sir James Graham was that he might be called upon to serve.

622. Sir *William Miles.*] But he was not called upon?—No.

623. Sir *Henry Willoughby.*] Do you know many instances of that kind?—I have heard it stated, but I cannot be positive, that an Admiral who hoisted his flag, applied to the Admiralty for permission to select, as his Flag Captain, a Captain from the Reserved List, and the reply given was this, that until the officers on the Active List were taken into employment, the applications from officers on the Reserved List could not be considered.

624 Does it appear to you that the Reserved and Retired Lists have been used rather with the object of relieving the Active List, and of getting parties forward in that List than for the *bonâ fide* purpose of giving retirement where retirement was required?—Yes.

625. Is it your opinion that that is a dangerous system?—I hardly know how to answer the question.

626. Sir *John Hay.*] Is that a system at all?—No.

627. Sir *Henry Willoughby.*] Is it not clear that that system is likely to cause dissatisfaction to the parties placed on the List, who are placed upon it, not because the retirement is required, but because it is necessary that they should make room for some other parties to rise in their profession?—It is.

628. Is not that system likely to produce dissatisfaction?—Yes; in fact, it is a sort of hand to mouth system, an expedient simply to relieve the difficulties that occur at the time.

629. In whose hands would that place the power of promotion?—That is a question again that it is very difficult to answer, for there are so many things to be considered with reference to it.

630. Are you opposed to Board promotions?—One has considered this question very often, and I cannot arrive at any satisfactory conclusion. I have not arrived at any conclusion.

631. You consider it a very difficult question?—Yes.

632. Under the present system, the promotion of Lieutenants and Commanders is by selection?—Yes.

633. But does not that, in point of fact, materially affect the promotion in the Captains' List; does it not affect any given Commander as to the time when he will be promoted?—Yes, certainly.

634. Then, according to the system under which the Active List of Captains is worked, that depending upon the length of service and other regulations, a captain is advanced on the List according as he obtains employment; if he does not get employment, he cannot rise?—He would rise on his own List, but not to the Active Flag List; if he got no employment at all as captain, he would be subject to the compulsory age retirement at 60; removed from the List, whether he liked it or not, on whatever part of the List he was. When the compulsory age retirement was first introduced in 1860, two captains who had only been promoted five years before, were at once removed from the Active List.

635. Therefore, the power of giving employment effects a direct improvement on the Flag List?—It does.

636. Sir *John Hay.*] With reference to some of the evidence that you gave on the last day, and in which an answer of yours was not, I think, quite clear, I would ask whether the present state of the Active Flag List is satisfactory?—No; the present state of the Active Flag List cannot be considered satisfactory, I think, for we are now employing vice-admirals in commands which custom has generally given to admirals; we are also employing rear-admirals in vice-admiral's commands, and that cannot be done from motives of economy, because the rear-admirals who are so placed receive the pay of the vice-admirals, and they have the temporary rank of vice-admiral given to them whilst in the command.

637. Then it appears to you that the Active List of Admirals is not efficient?—No; in fact, neither the Flag List, nor the Captains' List, nor the Commanders' List, nor the Lieutenants' List, is what it appears to be in the Navy List—efficient.

638. A very large proportion of those officers who are called Active are inactive and inefficient?—Certainly they are. In 1854, when the Russian War broke out,—I have not the List of that year to refer to, and therefore I cannot mention the number, but I heard it reported, and it was generally believed that a rule was laid down at the Admiralty, that no Lieutenants of a higher seniority than 40 should be employed, consequently all those officers, although retained on the Active List, were virtually Retired.

639. Then the swelling of the Active List from officers who, from the fact that they have been for a long time unemployed, or from the fact that their advanced age renders them incapable of active service, leads, as it were, to the deception of the country, by suggesting that the list of active officers of the Navy is efficient for service, whereas it is not so efficient?—Certainly; and the excuse that is commonly given for retaining so many officers in the various Active Lists of Admirals, Captains, Commanders, and Lieutenants, is that the country will require the services of those officers in case of a war. But if war should unfortunately break out, we should find, I think, that a very considerable number of those officers would be perfectly useless, and they might as well have been on the Retired Lists.

640. Would it not be more judicious to have a small and effective list of officers all capable of service, and a list capable of expansion—for example, if a war should unfortunately break out—to maintain a list of active officers, who appeared to the country to be ready for service, and not a list of officers whose services, if required, would be of no use to the country?—Most decidedly.

641. Will

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641. Will the flow of promotion continue at the same rate as it has done during the last three years?—No. During the last three years there has been a most unusual flow of promotion which did not occur before, and will not occur again.

642. Are vacancies filled up as soon as they occur?—No, they are not, excepting in the case of a Flag officer. When a Flag officer dies his vacancy is filled up almost immediately; that is to say, within a week after his death an announcement appears in the "Gazette" that the senior Captain has been promoted to that vacancy, and the date of that promotion is the day after the death which occasioned the vacancy. But in the case of vacancies occurring on the Captains', the Commanders', and the Lieutenants' lists, those vacancies are not filled up immediately, but they are allowed to accumulate, until sometimes there are as many as 10, 12, or 15 vacancies to be filled up.

643. Can you state to the Committee the reasons which induce you to believe that the flow of promotion which has continued during the last three years, pretty fairly, is likely soon to be checked?—Yes. In dealing with any question of promotion and retirement we must not take as our guide the promotions for only a period of two years, but we must look backward and look forward, and I find that during the last three years there have been 96 vacancies on the Captains' List occasioned by 23 promotions to the Active Flag List, 29 promotions to the Reserved Flag List B, consisting of officers who were not qualified for their active flag; seven retirements voluntarily to the Retired List C. D. E.; 15 compulsory retirements to the new Retired List T., which was formed under the Order in Council of 1860; two removals to the Greenwich Hospital List of Captains, and 12 deaths on the Captains' List. Therefore, the only acceleration of promotion on their own List—for it does not extend to the Flag List—to which the captains are indebted to the last retirement scheme of 1860, is 15 steps on their own List; because I should say that the last retirement scheme does not in any way affect the promotion to the Active Flag List, as it has made no alteration whatever in the rules and regulations previously laid down. Now, if we look forward, and assume that during the next period of three years the same number of vacancies will occur on the Flag List, which is not likely, taking into consideration that the Flag List is every year becoming composed of younger men; we find that there will be 22 promotions to the Reserved List B.; only two removals to the Retired List T.; two possibly to Greenwich Hospital; and allowing the same number of deaths to prevail, there will be 62 vacancies on the Flag List in the course of the next three years, or an average of 20 instead of 32. If we go to the next period of three years, we shall find that there will be only seven promotions to the Reserved Flag List B.; four removals to the Retired List T.; and assuming the same number of deaths to occur on the Active List of Captains, 12, there will be 47 removals from the Captains' List, or an average of 16 every year. It is difficult to calculate beyond, for we cannot tell what captains will become qualified or will serve for their Active Flag.

644. If others do serve, that will by so much retard the promotion?—Yes.

645. You used an expression which I should like you to explain a little more fully to the Committee. You stated that the present course of promotion was likely to make the Flag List "younger" by that; did you mean to say that it would attain to that degree of youthfulness that it would make it more efficient?—No; there will not be very young men coming on.

646. I understand that your explanation of the word "younger" is, that there would be a smaller general average of advanced age?—Exactly; it will reduce the average; suppose that an admiral between 70 and 80 dies, his vacancy is filled by a captain between the ages of 50 and 60. I have stated that the promotions to the Reserved Flag List B., during the last years were 19, the number should be 29.

647. With regard to the question as to promotion that was asked you by Sir Henry Willoughby, is it not the desire of naval officers generally, that promotion should be derived from the Crown?—Yes.

648. Is not the comparative inferiority of the commission, held as it were from the Board of Admiralty, looked upon in some degree as derogatory, when compared with the sign manual which is borne by military officers and others?—Yes.

649. That is one of the questions, is it not, which has been raised in many of the letters written to you?—Yes.

650. Is there not also a considerable desire on the part of many naval officers that the titles which designate the rank of officers in the Navy should be changed, so that on service with the Army, which is now more frequent than formerly, there should not be this dissimilarity of title, which leads to confusion of rank?—Yes; many officers are anxious that there should be some alteration in their titles, which are not understood by civilians, or even by the Army, as naval officers have discovered when they have been serving with the Army.

651. Is it not the fact that the rank of a lieutenant in the navy corresponds precisely with the rank of a captain in the army?—A senior lieutenant in the navy of above eight years' standing ranks with a major in the army, but the junior lieutenants in the navy rank with captains in the army.

652. Can you refer to any recent occurrence in which persons supposed officially to be well informed, have alluded to the rank of lieutenant in the army, as if it corresponded with the rank of a lieutenant in the navy?—A comparison was drawn between the pay of a lieutenant in the navy, and a lieutenant in the artillery.

653. By whom?—By the noble Lord the Secretary to the Admiralty, in his place in Parliament according to his published speech in "Hansard."

654. Lord *Clarence Paget.*] Will you be so good as to turn to the passage, and read it?—The noble Lord is reported, by "Hansard," to have said, "In the navy a man is made, on an average, a lieutenant at 22, and receives 182 *l.* a year, and the artillery officer becomes a first lieutenant at 23, and gets only 125 *l.*, including all allowances, and has quite as expensive a mess to pay for as the other. This disadvantage in pay follows through all the ranks up to general officer."

655. It seems to you desirable that some assimilation in the titles borne by the two services should take place?—Certainly; I know that naval officers when they read that statement, felt very much annoyed, because they knew perfectly well that the comparison made between the pay of

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of the officers of the different services, to be a fair comparison should be made between the pay of officers of equivalent ranks.

656. Are you aware of any feeling of dissatisfaction among the gunnery officers as to the mode in which time is allotted to them?—Yes, they complain that in the case of the officers who are appointed to the "Excellent," and who form the staff of the ship after serving three years on board the "Excellent," their time ceases to count as sea time, although Lieutenants in other harbour ships count theirs; and the Gunnery Lieutenants serving abroad, when they come home, who rejoin the gunnery ships, the "Excellent," at Portsmouth, or the "Cambridge," at Devonport, in order to requalify for Gunnery Lieutenants, and to learn the new drill which has been introduced into the navy, in consequence of the introduction of the Armstrong gun, complain that during the periods they are employed in that manner they are not allowed to count any sea time. Now, this seriously affects both their half-pay and their retired pay ultimately.

657. And yet they are learning that very portion of their profession which it is, of course, necessary that skilled officers should be able to teach?—Yes, and it is most important to encourage them to serve on board those ships, and yet these restrictions are such that they will act as a great discouragement to them to do so.

658. Will you be good enough to explain to the Committee the distinction that exists between the two classes of reserved officers, namely, those who are promoted from the Active List, and those who are removed from it?—The other day I was very unwell, and I am afraid that I did not express myself very clearly; but there are two classes of reserved officers—those who are promoted from their respective Active Lists, and those who are removed. I will read the Order in Council, dated June 1851, referring to them; but I should say that when those Reserved Lists were first introduced there were many Commanders of very good service who had just claims to be promoted to the Active List of Captains. There were also many lieutenants of good service, who had very fair claims to be promoted to the Active List of Commanders, but it was considered not desirable to clog those active lists, especially with officers who were not likely to continue many years fit for active service, but yet whose claims for promotion were such as to entitle them to promotion, consequently the sequently the Reserved List F. G. was formed in order to relieve the active list of captains from being as it were saddled with officers who could not long continue fit for service; and, for the same reason, the Reserved List, M. N., of commanders was formed to prevent the Commanders' Active List having officers placed upon it who could not long continue fit for service. Those two lists were formed and selections were made of distinguished officers, both from the Commanders' List and from the Lieutenants' List, and they were placed upon the Reserved List F. G., the commanders on the Captain's List F. G., and the lieutenants on the Commander's Reserved List M. N. They understood that their promotion at that time was to be a *bonâ fide* one, not a mere brevet promotion; that they were entitled to the privileges of captains on the Active List, or commanders on the Active List, as the case might be, but that in case of any emergency arising they might be called upon to serve. Then there was another class of reserved officers who were not promoted but removed from their respective Active Lists; there were a great many commanders who were removed from the Active List of Commanders and placed upon the Commander's Reserved List, lettered L. There were also a great many lieutenants who were removed from the Active List of Lieutenants and placed on the Reserved List of Lieutenants, lettered R. Those officers so removed were officers who had not served within 20 years, or who were physically unable to serve, and they were promised that they should enjoy all the advantages which they did enjoy, of rising in pay or rank, or receiving the Greenwich out-pension; I can say, for I have heard this from the officers themselves, that the reserved commanders on the L. List considered themselves especially harshly dealt with. When they were removed from the Active List some of them were holding the Commander's Out-Pension of Greenwich Hospital; and some of the commanders who held the same Greenwich Hospital Out-Pension remained on the Active List. Now, what has occurred since those who remained on the Active List of Commanders have been promoted to the Retired List of Captains U., with an increase of pay; and have been permitted to carry the out-pension with them; but those commanders on the L. List who were expressly told that their interests would not suffer by removal from the Active List are now not allowed promotion to the rank of retired captains except on the condition that they resign the Commander's Out Pension; in fact, to give up a pension of 65 *l.* a year; and to receive an increase of pay of 9 *l.* a year. Much as they desire to have the honour of being retired captains they are not in a position to afford to give up that amount of income.

659. Of which they would be deprived by this mode of retirement?—Yes; had they remained on the Active List they would have been allowed to have become Retired Captains, and have retained the Commanders' out-pension.

660. *Chairman.*] I understand you to say that they were told they should be allowed to retain the advantage which they enjoyed from the pension?—I will read the Order in Council: "Officers who may be thus placed on Reserved Half Pay will be allowed to retain all the advantages they now enjoy of rising in pay or rank, or of receiving the Greenwich Out Pension."

661. Sir *John Hay.*] They do not receive any pecuniary advantage from rising in rank?—None whatever; and the Reserved Lieutenants consider their case as hard a case as any of the officers on any of the Reserved or Retired Lists; they were simply reserved without any promotion at all.

662. Is it surprising to you that with so many Retired and Reserved Lists certain grievances of this description should arise?—Certainly not; even officers of the same rank who happen to be on different lists have something different given to them, which of course excites a certain amount of heart-burnings in the service.

663. There is similarity of cases with dissimilarity of treatment?—Yes; I can give the case of a reserved lieutenant who is now on the R. List. He was not placed on that list because he had not served for 20 years, because he had served in the Russian War; when he came home an old wound broke out and he was then physically

cally unfit for further service; he was then placed on the Reserved List, R., because of that wound; and although his services entitled him to much higher pay than he receives, yet because he was placed on that Reserved List, he does not derive any advantage from pay according to length of service.

664. You stated that the retirement scheme of 1860 had some good points as well as bad ones in it; will you be good enough to explain what the bad ones are?—One of its good points was that it introduced the principle of compulsory age retirement, which one would be glad to see carried out throughout the service; but this partial application of it makes it very unjust towards those officers to whom it is applied; and besides it is applied to that part of the list where it can be of very little service to promote a steady flow of promotion; it is only applied to the junior officers, and not to the seniors. Again, it introduced a principle of payment according to length of service; and this is very fair when officers have an opportunity of serving; but if officers have not that opportunity it presses somewhat hardly upon them, because it is not their fault that they are not employed. I know one who has kept an account of the different applications that he has made to the Admiralty, from the year 1830 down to this time, and he has applied 84 times for active employment. He was one of our old first lieutenants, a man who was at the battle of Trafalgar, and was selected by the Admiralty, on more than one occasion, to take care of those distinguished officers on the Flag List, when they were promoted at a very early age to the rank of captain. I do not know whether I may add this, but I was told the other day by a flag officer—a gentleman who has seen as much service as any one on the list—that he was very much in favour of a longer period of service being required in the junior ranks than is required under the present system, and his reason was this: he said that in the old times officers were promoted to the rank of captain at the age of 21, and 22, and 23, but that they had some good old first-lieutenants sent to take care of them, but he said, "Where are they now? of old lieutenants there are none left, they are all young men together." It is most desirable that we should require a longer period of service in the junior ranks than is now required under the present system.

665. The object was not to obtain lieutenants old in age, but young in years, with considerable experience?—Yes.

666. Have you before you a copy of the Official Memorandum presented by the Duke of Somerset?—Yes.

667. That paper professes to be a criticism which you said you took considerable interest in when it was drawn up?—Yes.

668. In the last line of the first paragraph you will see it is suggested that more rapid promotion was the object of the paper. Was that so?—Yes; in the memorandum, but not in the suggestions.

669. Is not the object of the paper rather to obtain more steady promotion than more rapid promotion?—Yes.

670. More even promotion?—Yes, that is the general wish in the service. It is not so much rapidity of promotion as steadiness of promotion.

671. Is it a fair criticism of that paper to say, that it was drawn up by officers of the Navy for an augmentation of their own pay?—Certainly not; because many officers who offered their opinions and suggestions were officers who would themselves be retired if their own suggestions were carried out. Other officers, again, who were not so far advanced in the list, were officers who would yet be cut off from rising to higher ranks on the Active List of their own profession.

672. Was it not rather with a view to obtain greater efficiency in the Naval Service?—Yes.

673. Has it not been the frequent custom of officers to make suggestions of this description?—Yes.

674. Have they occasionally been made officially?—Officers have memorialized the Board.

675. With what success?—Very little success; on one occasion 500 lieutenants memorialized the Board, I believe, in the latter part of 1859 through the Honourable Member for the East Riding. He presented the petition, and in due time an answer from the Private Secretary of the Duke of Somerset was received, which was forwarded by the Honourable and gallant Admiral to those lieutenants. At the end of that year another memorial was presented, signed by all the lieutenants in the Channel Fleet, and approved of by every captain in the Fleet. I have that memorial here. There was also a memorial sent home, I believe, in the spring of 1860, signed by the captains and commanders of the ships on the East India and China Station, begging that the allowance denominated batta which was continued to be paid by the Imperial Government to the Army might be continued to the Navy, and, I believe, it was in consequence partly of that memorial that the circular which appeared in the following October, forbidding officers to memorialize at all except individually, was issued.

676. Was the prayer of their petition attended to?—No.

677. Can you state the names of any distinguished officers of the Navy who have made suggestions in accordance with the suggestions contained in this scheme, and which have been criticised unfavourably by the Admiralty?—Yes, the present First Naval Lord of the Admiralty, Sir Frederick Grey, wrote a pamphlet and made certain suggestions to the Admiralty; he stated that he apologised for so doing, but he did it because he quite agreed with an old writer on the Navy. Sir Frederick Grey says, "I have not the vanity to suppose that the plan I have sketched out is free from objection or the best that could be devised; but, believing with an old writer on the Navy, that unless some proposal is made, nothing is done, and believing also that our efficiency in peace, and our readiness to meet an emergency, can never, under our present system, or rather want of system, be such as they ought to be. I have endeavoured to show that it is possible to organize the Navy in such a manner as to remove many of the evils caused by the want of any systematic organization." The date of that is 1860.

678. In the year 1860, Sir Frederick Grey being then an officer of the Navy, but not a member of the Board of Admiralty, drew up certain suggestions which he thought it right to submit to the Admiralty, because some suggestions were necessary for the re-modelling of the Navy?—Yes.

679. Sir Frederick Grey is now the First Sea Lord of the Admiralty, and he is one of those who concur in the Memorandum by the Duke of Somerset,

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Somerset, criticising unfavourably suggestions of a similar character that were made by other officers of the Navy in the same position as Sir Frederick Grey was at the time?—Yes.

680. At page 21 of that criticism it is stated, "The 10th proposition having reference to warrant and petty officers, may also be left as a separate question. It is inconvenient to hold out vague promises of improved pay and position, as is done in this proposition, without defining what is intended, and without estimating the expenditure to be incurred"?—Yes.

681. Can you refer to the Report of the Select Committee of 1848, and state whether those suggestions are not founded on the Report of that Committee?—It is so.

682. And the proposition contained in the Report of the Committee of the year 1848, is no more vague than the proposition contained in the suggestions by the officers of the Navy?—No, it is almost the same.

683. Therefore the criticism by the Board of Admiralty of which Sir Frederick Grey is the principal Naval Member, if it is true, criticises the pamphlet which he himself wrote, and the same criticism also criticises unfavourably and on the same grounds, the Report of the Select Committee of the year 1848?—Yes.

684. At page 21, in the fourth paragraph, it is stated that "The classes of officers who are passed over without notice in these suggestions, would consider that they have a similar claim to share in this improved pay." Will you state whether the classes of officers who are not alluded to in those suggestions have not already had their case considered?—Yes, they have.

685. Can you give the Committee any information as to any of the other classes who have had their cases considered while the case of the executive officers of the Navy has not been considered?—Yes; the surgeons, paymasters, chaplains, and, in fact, I believe the whole of the civil branch, have had their cases already considered; but that of the executive branch has not been dealt with.

686. At paragraph 2 of the same page, it is stated that "The Reserved and the Retired Lists of officers consist of men advanced in age, and these lists have consequently been, and are rapidly decreasing." Will you state shortly whether there are not some very young men on the Reserved and Retired Lists; and whether the Reserved and Retired Lists generally are increasing?—There are on some of the Reserved and Retired Lists, you may say young men; for instance, some of the admirals on the Reserved Lists, B. are young men; and there are some captains on the Reserved List, F. G. who are young men. There are retired commanders on the V. and W. Lists, retired lieutenants on a list without any letter at all, and several junior reserved lieutenants on the Reserved List R. who are young men. With regard to these lists, the various Reserved and Retired Lists, some are increasing, some are decreasing, and others remain stationary. As far as I can answer the question without having the lists actually before me, I believe that one-third is increasing, one-third is decreasing, and the remaining one-third remains stationary.

687. Then, although the suggestion made here is that they would go to increase considerably, at the pressnt time, the Retired List, they would, in a corresponding proportion, decrease the numbers on the Active List?—Yes.

688. And by limiting the number of entrances into the service, in accordance with the suggestions, as you stated in a former part of your evidence, the Active List would then remain at a permanent fixed number, and the Retired List would, from that time forth, continue to decrease?—Yes; I believe that the deaths which would occur on the Retired Lists would considerably exceed the removals to those lists, consequently they would decrease. The only way to ensure a reduction in the charges for the dead weight of the Navy is to begin at the right end, to limit the entrances into the service.

689. That is the suggestion contained in this proposal?—Yes.

690. At the bottom of the paragraph in the same page it is stated that "The Retired List, according to this plan, is hereafter to be annually replenished by comparatively young men." So that, instead of an augmentation of charge, is it possible that the list can continue to increase if the Active List is only replenished by the numbers that are subtracted from it?—No; besides it is not proposed to place younger men on the Retired List than are placed on the Retired List under the present system. The officers who, if the suggestions were carried out, would be removed from the Active List of Captains, would not be removed earlier than they are at present. In the rank of commander, they would be removed from the Active List at five years earlier in age, but they would have the option of going on to a *bonâ fide* Reserved List, and they might continue to serve until the same age at which they are compulsorily retired under the present system, and the same with respect to lieutenants.

691. At the 3d paragraph, in page 22, it is stated, "A captain who may, perhaps, never have been employed as such, would, according to this plan, have the option of retiring with the rank of rear-admiral at the age of 55, provided he has 21 years' sea service in the ranks of captain, commander, and lieutenant;" does not this show that this criticism must have been drawn with carelessness and haste, when it is suggested that a captain who may never have been employed as such has a certain amount of sea service in the rank of captain?—Yes, it does.

692. Sir *Harry Verney.*] Supposing this officer had served 11 years as a commander, and 10 years as lieutenant, would that fulfil the conditions?—No, because these words are inserted, "in the ranks of captain," as well as of "commander and lieutenant."

693. Lord *Clarence Paget.*] Does not that allude to the other scheme, and has not this latter part reference to the scheme which was propounded by Sir John Hay?—I believe they both allude to the same.

694. In which it is said, "Provided an officer has 21 years' sea service in the ranks of captain, commander, and lieutenant, he may be retired at the age of 53." Is not that it?—He has the option of retiring with the rank of rear admiral.

695. But has not this reference to a paragraph in Sir John Hay's plan which was laid before the Duke of Somerset?—Yes.

696. Does not that quote the proposal of Sir John Hay?—Yes.

697. Sir *John Hay.*] Have not admirals at present occasionally temporary rank granted to them?—Yes, they have.

698. By so doing, are they not advanced over the heads of their less fortunate seniors quite as much

much as they would be by any proposal embodied in this plan?—Yes.

699. Is not the usual course of promotion in the junior ranks of the Navy of the same character?—It is; junior commanders are promoted over the heads of senior commanders, and junior lieutenants are promoted over the heads of senior lieutenants.

700. If you will refer to page 23 and the 5th paragraph, you will find that it says—"That although the number of officers on each list referred to is to be thus diminished, the charge is to be increased;" is the proposal to diminish the number of officers on the Active List such as will increase the charge for half-pay?—No; although the pay of each officer would be increased in consequence of the reduction, the numbers on the Active List would be considerably reduced, and also the total charge for half-pay.

701. In the next paragraph it is stated that "There are at the present time 807 lieutenants on the Active List, and 120 sub-lieutenants; the number of lieutenants is not considered sufficient for even the present requirements of the service;" according to the plan, of which this is a criticism, were not more active lieutenants to be given to the service than the number which at present is upon the Active List?—Yes.

702. Will you state to the Committee how that is arranged, and which appears to have been overlooked by those who drew up this memorandum?—It is proposed to reduce the number of the lieutenants on the Active List to 700, but the List would then consist entirely of active and efficient officers. The Coast Guard Service, and Packet Service, would be distinct and separate from the Active List, and the officers required for employment would be taken, not from the Active List, but from a new *bonâ fide* Reserved List; and we should have, in fact, more efficient officers on the Active *bonâ fide* List of lieutenants—700—than we now have on what is the Active List on paper, but not in reality, of 807 lieutenants.

703. In the correspondence that you have had with active officers of the Navy, does it appear to you that there is any want of attraction to officers to serve actively?—One hears everywhere, beginning with the flag officers, that they decline commands. Captains we know, as soon as they have served their time, do not seem to care much about serving further. I know captains who say, that they are in such a position that they cannot serve, although they all desire to serve; and as to commanders, I have seen many who have said, that much as they should like to serve afloat, in consequence of their not having the means to do so, if they wished to serve at all they must go to the Coast Guard. The lieutenants, I believe, are not very anxious to serve after a certain time.

704. It is stated in the last paragraph but one of that section, that "these allowances may be justified by special circumstances, a course which has already been pursued in the allowances made to captains;" can you state that these inducements for active service have been materially increased?—No; they have been decreased, because in the case of officers serving in the East Indies and China the allowance denominated batta has been withdrawn entirely; and it made a very great difference to the pay of the officers on that station. Then again, although the command money has been given to captains, commanders, and lieutenants, the pay of captains being reduced, as far as most of the captains are concerned, command money has not improved their condition; on the contrary, in many cases they are placed in a worse position as regards their pay than they were before, because they now receive an allowance which is supposed by many to be for the purposes of meeting the expenses of entertaining; and their pay having been reduced they are supposed to entertain at the rate of their allowance; but the actual *bonâ fide* increase to the pay of many is a mere trifle; in fact, 50 captains have received 6 *l.* a year in addition to their pay.

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705. Sir *James Elphinstone.*] It has been stated in the course of this inquiry, that a memorial had been sent through Admiral Duncombe, and presented to the House, from certain officers on full pay, which was supposed to be contrary to the rules of the service; was a petition of that sort presented?—A memorial was presented; but there was no circular forbidding such memorials; that was of later date.

706. But that memorial was reflected upon as being in its nature improper and contumacious, was it not?—No, not that memorial; not from the lieutenants; but I believe a memorial sent home from China from the captains and commanders of ships there, requesting that the allowance denominated batta might be continued to them, as it was to the officers in the Army, was reflected upon.

707. Are you aware that the Civil Service memorialized with reference to their officers some years ago, and that a Royal Commission was appointed to inquire into the subject, and that upon the Report of that Commission, the status and condition of the Civil Service was remodelled?—Yes, I believe so.

708. Are you aware that there stands at present upon the Notice Paper of the House of Commons for next Monday a notice by General Lindsay, calling the attention of the House to the position of certain colonels in the Army, who consider that their rank and position in the service is compromised by certain Orders in Council, which have had the effect of promoting over their heads officers with less standing?—I am.

709. Mr. *Finlay.*] With regard to the promotion in the junior ranks of the service, is the service generally satisfied with the manner in which selections for promotion in the junior ranks are made?—No; there is a wish that the system of promotion by seniority should, to a certain extent, be introduced into the junior ranks; at present it is entirely by selection.

710. Can you state to the Committee in what way you would introduce a system of seniority along with selection?—When I say by seniority, I mean by seniority as to sea service. It is proposed by many officers that one-third—and some advocate one-half—should be promoted by seniority, and the others by selection. Again, it is advocated by others that there should be promotion, not by seniority, but by selection; and yet by seniority to this extent, that the selection should be made from officers of above a certain standing.

711. Is it considered that the selections under the present system are generally made according to merit, or length of service?—The case is thus: when vacancies occur, they are not immediately filled up until there are 12 or 14, or 15, and then they are. We generally find that there are some promotions amongst them of officers having undoubtedly

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doubtedly good claims, and then we rapidly descend in the scale; we invariably find, at the other end, some officers who have not such very good claims, and there is an impression abroad that vacancies are not filled up immediately, in order that when a batch of promotions is made by the promotion of certain officers having great claims, other officers with smaller claims may be introduced, without its being generally noticed.

712. Is it supposed that political or family influence has much weight in making these selections?—There is a feeling existing, that both political and family influence have; in fact, there is a feeling in the service that one word, or a few words, from a powerful friend, will be equivalent, or more than equivalent, to the service of many years.

713. Is it your opinion that a longer period of service in each rank would, to a certain degree, remedy that evil?—Yes.

714. What period of service would you suggest?—Two years in the rank of commander instead of one; four years in the rank of lieutenant instead of two; and two years in the rank of sub-lieutenant. At the present time not a day is required, but generally, I believe, that sub-lieutenants are, on the average, about one year and a half serving in that rank at the present time before they obtain promotion to the rank of lieutenant.

715. With regard to the system of retirement, I think you stated that you considered that very complicated and unfair. Can you suggest any means by which that can be made more simple and more equitable?—The present arrangement has led to various complications; in fact, there has been no system of retirement; one would like to see one uniform system introduced.

716. Would you recommend that all the different lists which are now marked with letters of the alphabet should be done away with, or in what way would you recommend that they should be made more simple?—I would suggest that the various Retired and Reserved Lists should be amalgamated; at present we have 16 or 17 different Reserved and Retired Lists; the officers upon them have been retired on different amounts of pay, and there is some little difference between each list, although those lists may consist of officers of the same rank, exciting heartburnings in the service which would otherwise not exist if one uniform system were introduced, embodying the principle of payment according to the length of service, provided employment can be found for the officers.

717. Sir *Francis Baring.*] You have been asked by Sir James Elphinstone as to a Commission that was appointed in relation to the Civil Service and an analogous subject, the Superannuation of the Civil Service?—Yes.

718. Do you recollect that the Civil servants alleged upon that occasion that they were defrauded by the deduction of five per-cent. from their salaries, and that several actuaries were examined who supported their assertion; but upon the question being referred to one of the first actuaries in the country and an officer who was able to check the returns, it turned out that, so far from being defrauded, they had had rather a good bargain?—I am not aware exactly of their case; I know very little about it.

719. With regard to this paper with which you are cognizant, and also of the manner in which it was drawn up, the words are these: "The accompanying plan for retirement and promotion of naval officers is based upon the opinions expressed by more than 1,200 officers on the Active Lists, in the ranks of admiral, captain, commander, and lieutenant, and also by many officers on the various Reserved and Retired Lists;" were the officers called upon for their opinions, or did they send them in, and was the paper framed upon those opinions, or was the plan submitted to them after being framed, they assenting to the whole of the plan?—Opinions were sent in from a considerable number of officers about July 1861, and then a paper was drawn up, being somewhat a similar plan to this; that paper was sent round, and a few alterations were introduced, but since we have received the answers to that paper, it has not been generally circulated.

720. To what extent was the first scheme in detail, or did it merely lay down the principles?—There were simply two or three principles laid down, and the officers enlarged upon them as they felt inclined.

721. Was it sent to all the officers whom you thought it necessary to consult?—Yes.

722. There was no subsequent plan sent to them?—Yes; I should say that, first of all, a circular was sent round just stating two or three broad principles. In answer to that circular, letters were received. I should say that this circular was sent round about September 1860, and a great many answers were received to that circular, especially from abroad, which came in about Christmas 1860, and the spring of 1861. Upon the opinions forwarded, another paper was drawn up in July 1861; that paper was then sent round, and remarks were made upon it and suggestions offered, and on those suggestions these suggestions have been drawn up.

723. With reference to Paper No. 2, was that a detailed plan, or to what extent did that go?—It did not go into any estimates; it very much divided the propositions into propositions as to promotion and retirement, and so forth.

724. Was this plan lying before me a plan merely omitting calculations of expense, or was it a plan laying down principles, and not going into details?—It was a plan very similar to the one which I now hold in my hand.

725. It was a similar plan?—Yes; in fact there were very few alterations made; there were one or two questions omitted in the present plan which were in the other plan.

726. Was there a general assent to the proposal which is now lying before me?—Yes, from the letters which we received we ascertained the opinions of officers on certain principles.

727. Was the plan simply enlarged, or was it only altered in small matters?—It was only altered in small matters.

728. Did the officers not see the plan until it was printed?—Not this plan which I hold in my hand, but many saw the former one, and commented upon it.

729. I wish to know how far this plan before me has been in its present shape before the body of officers, and assented to by them?—Several officers have seen it, and I have received letters from foreign stations, expressing a very decided approval of it.

730. Have the 1,200 you have spoken of, assented to this specific plan?—They have not had time to do so generally, but those who have seen it

it generally agree to it; in fact, many have written generally approving of it.

731. Are the 1,200 officers in any way committed to all the details of this plan before me?—It would be improbable that 1,200 officers, I think, should agree to the details.

732. You have been examined upon the state of the Navy List; at the present moment, I suppose, that there are a sufficient number of cadets?—My opinion is that they should adhere to the present number of entries until they can raise the sub-lieutenants' list to 300.

733. Is there a sufficient number on the Flag List, at the present moment, to perform the duties which are required of the Flag List?—There appears to be a difficulty in filling up commands, therefore I should say that there was hardly a sufficient number of officers who are willing to accept commands.

734. When you speak of the difficulty in filling up commands, is it a difficulty which arises from your own impression, that it is right to have an admiral in one command, and a vice admiral in another, and that you cannot find admirals or vice admirals to fill those commands, or that there are not on the Flag List quite enough active officers to perform the duties of the Flag List?—I do not know the state of the health of each of the officers on the list; if there were 30 or 40 who were in good health, and willing to be employed, there would be enough, but I hear that commands are offered and are declined.

735. It is possible, is it not, for a young man to decline an offer when it is made; he may be suffering from a complaint that renders it impossible for him to accept an active command, but do you think there is a difficulty in finding an admiral to perform the duty of an admiral when an admiral is wanted?—I believe there is.

736. If the First Lord of the Admiralty is not aware of the difficulty, he has probably means of knowledge which you have not, or he may take a different view of the difficulty?—I understand that there is a difficulty, but of course that question could only be answered positively by the First Lord himself.

737. It is a question that must be answered by the Minister who is responsible for the service?—Yes.

738. You have been questioned as to the number of flag officers under 60 years of age?—Yes.

739. There are several commands, are there not, that may very fairly be filled by officers who are probably too old to be afloat, or do you mean to say that a flag officer is not fit to command at Portsmouth, or Devonport, or Cork, or Sheerness, who is above 60 years?—I think that a flag officer may be employed at the home ports over 60 years of age.

740. And perform the duties efficiently?—That depends so much upon the officer himself; I have known flag officers of 64 or 65 who, possibly from ill health, certainly were not efficient officers, although they had their flags flying.

741. You may probably have known officers under the age of 60, who were not over efficient?—I do not recollect a case; there may be or may not; I notice this, that old officers, when they have slight attacks of illness, which, had they been younger men they would not have thought much about, have felt serious inconvenience from such attacks.

742. How many flag officers are now employed?—There are 15, I believe, in active command at the different stations, the dockyards, and the home ports, excluding the Lords of the Admiralty.

743. But, including the dockyards and the naval ports?—Yes, and the foreign commands.

744. Laying aside the dockyards, where very active young officers may be required, there are still four in the naval ports?—Yes, one at Cork is included; the Nore, Portsmouth, and Devonport.

745. I suppose Malta is a dockyard?—Yes.

746. In reality, at the present time there is a demand for ten flag officers, and four at the naval ports?—Yes, there are 14 or 15 altogether, including all who are employed afloat and in the different ports.

747. There are about 10 or 11 flag officers required for foreign commands?—Yes.

748. Out of the 100?—Yes.

749. And do you still entertain a doubt whether 10 efficient officers can be found out of that number of 100?—I say, what I said before, that there seems to be a difficulty in finding officers to fill those commands.

750. Do you think that you cannot find 10 men out of the list?—Yes.

751. Do you not think that you could find 20?—I should really doubt whether you could find many more than 10 really efficient officers out of those unemployed who could, in case of war, take, at a day's notice, the command of a fleet at sea.

752. With regard to the Captains' List, I suppose there is an ample number of captains; more than are wanted?—Yes; but if we look to the Captains' List, if 350, that does not represent 350 officers; I should suppose not more than 250.

753. Among them, do you not think that there are enough to perform the services which are required from the Captains' List?—Yes, but the captains are rapidly deteriorating, like others, from non-employment.

754. In point of fact, the difficulty as to the Captains' List appears to be that they are not sufficiently employed?—Yes.

755. There is on the Captains' List an ample number to perform the duties of the Captains' List?—There is at present, I think, a sufficient number, but (I speak as a civilian, with great deference) I have been told this by a large number of naval officers, that in the present day naval officers, unless they are employed, very rapidly become inefficient, and that the rapid changes which take place in the construction of ships and in ships' armaments, and so forth, and that changes succeed one another so rapidly, that if an officer remains on shore for four or five years he will become, to a certain extent, inefficient; it is not now the case as it was 25 or 30 years ago, when we had only sailing ships, because a man once a sailor was always a sailor.

756. I will now refer to the commanders. Are they equally as inefficient as you seem to think the captains and admirals are?—A large number of the commanders, I suppose, are now already virtually retired; they will never be employed, and yet they are retained on the Active List.

757. Even allowing for a large number of inefficient officers, are there not plenty to perform the services required from the Commanders' List?—At present there are.

758. What do you say as to the lieutenants?—I think

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I think there are sufficient to perform the duties, and yet again there are several lieutenants on the Active List whom it would not be desirable to employ.

759. There are not enough, I suppose, in the case of a young captain to look after him as was mentioned before?—When I spoke before about the old first lieutenants, I did not mean old men in the sense of age, but that they had been some time at sea, and were experienced first lieutenants; we have not many of that class left now.

760. Then with regard to the cadets, you have stated that you considered the number of the entries was too large?—Only giving my own individual opinion, I would rather see the entries retained at their present number until we got the Sub-lieutenants' List up to 300; by that time one would see; but it is difficult to judge how the entries are working until we have had two or three years' more experience. It is perfectly true that there may be a great demand for cadetships, and that a great number of young cadets rush into the Navy, but it is equally true that many of them, as soon as they come to understand the service, rush out of it; and one or two of them have told me, when I expressed my astonishment that they who were most enthusiastic before for entering the Navy, and who begged their parents to put them into the naval service, should so soon leave it. One of them gave me, as his reason, that he found his relations were doing so much better in other services; he is remarkably talented, but he has evidently come to the conclusion that he may do much better for himself in some other service than by remaining in the Navy, and has accordingly left it.

761. With regard to the number; you have referred to the recommendation of the Committee of 1848, that there should be a limit put to the entries; that recommendation was carried out, was it not?—It had been carried out in Lord Minto's time.

762. In his time there was a great diminution in the number, was there not?—Yes, and then I believe it was found they had checked the entries too much, the succeeding Board under Lord Haddington increased the number to a great extent; after that, they had to check that excess in the number of entries, and a limit was placed upon them; then again, at the period of the Russian war, it was found there had been too few.

763. The Committee made a certain suggestion with regard to checking the numbers?—Yes.

764. That was carried out down to the year 1853, was it not?—Yes, I believe it was.

765. Then it was found that the entries had been checked too much?—Yes; I believe that the number was limited to 100.

766. And latterly again, it was lower than 100?—Yes; I was looking over a Return the other day, and I think that in one year only 86 were entered, in another year not more than 82.

767. The number must vary with the number of the ships that are commissioned?—Yes; in the last few years there seems to have been an average of about 200.

768. Has not the number been very largely increased?—Yes.

769. Subsequent Administrations have thought that that recommendation was not a very wise one?—I am not certain; but they limited it to a fixed number, I believe.

770. The Committee recommended the number to be limited to 100, and I think the number was carried rather below that?—Yes, it was.

771. Subsequent Administrations of different politics have relaxed the rule, and thought the number was too limited?—Yes.

772. And larger entries have been made?—Yes.

773. Therefore, so far as that is concerned, whether rightly or wrongly, it has been tried twice, and on both occasions they have been obliged to abandon it?—Yes; the proposal contained in these suggestions is not to limit the entries to a fixed number, but to have reference to the number of vacancies which may occur the previous year amongst certain officers.

774. With regard to promotion, if I understand your evidence, what you have stated is that promotion never has been more rapid than at the present time?—For the last two or three years, but it will not continue.

775. Is that so?—Yes, it has been rapid, but it will not continue rapid, and that has been owing in the Captains' List to exceptional causes. There was a promotion of no less than 15 captains at once to Flag Rank; the promotions from the Lieutenants' List to the Commanders' List has been owing to the unusual number of commanders retired under the operation of the Order in Council of 1860. No less than 100 commanders have been retired in the last three years, and of those 100 who were so retired, some were retired having attained the age of 60, and others who had completed a certain amount of service; but if we look forward for the next 10 years, we find that there will be only 150 retired under these conditions, giving an average of only 15 years against an average of 33 years for the last three years, which is not one-half the number.

776. You have alluded to the Order in Council of 1860, under which a captain of the age of 60 retired compulsorily?—Yes, provided he had not served as a captain.

777. That has not affected the Admirals' List at all yet, has it?—No, nor will it.

778. When do you think it will affect it?—It never will; there has been no alteration whatever in the system of promotion to flag rank; the Order in Council of 1860, as far as the captains were concerned, simply removed certain captains by compulsion from the Captains' List, who would, if they had not been removed until they arrived at the top of the Captains' List, have been promoted to the Reserved Flag List B., not being qualified for promotion to the Active Flag List.

779. Will not that very much, in the case of a young captain lower down in the list, increase his chance of rising to his flag?—No.

780. Not if every captain above him retired at 60 under the circumstances mentioned; will there not be a certain number of captains who will retire under that regulation?—No, they retire under the Order in Council of 1860; and only those captains are retired by compulsion who have not served a day as captains; and when they retire, another young captain comes on the list; it will not accelerate his promotion to the Flag List, because his promotion to the Flag List depends upon the officers above him being qualified or not being qualified for their active flag. If the compulsory age retirement were to remove captains who were qualified for promotion to their active flag, then undoubtedly it would considerably accelerate the promotion of the junior captains

captains to the Active Flag List; but the compulsory age retirement simply removes out of his way those captains who would be removed out of his way when they got to the top of the list.

781. Then it does not facilitate the progress of a young captain to his flag?—Not in the least; not one day.

782. It may give promotions below, but not make the promotion to the flag more rapid?—It will simply bring the junior captains a little sooner on the 12 *s.* 6 *d.* and the 14 *s.* 6 *d.* classes of pay, and make vacancies for commanders' promotions. In the next six years there will only be eight captains retired under Order in Council of August 1860.

783. Did you state to the Committee what you thought the vacancies in the Flag List would be in two or three years?—In wishing to make the comparison fair, I made the case out as much as possible in favour of the present system, and I have assumed that the same number of vacancies will occur during the next period of three years, that has occurred during the last period of three years, whereas, in all probability, looking to the ages of the officers, the average age of the admirals becoming less, the vacancies will be fewer.

784. You have not made any calculation as to what you really believe will be the vacancies in the course of the next two or three years?—I have, but they will not proceed at so rapid a rate certainly; that is, I mean that there will not be that number of vacancies on the Flag List as has been the case.

785. How many vacancies do you calculate will take place in the next two years?—I have not got any calculation by me, but referring to the pamphlet which was written by the honourable and gallant Member for Wakefield, as far back as February 1853, I took the calculations from his pamphlet; it appears to me to be remarkably correct, and the calculations were made as far back as the beginning of 1853. The last captain to be promoted last December was Admiral Morshead; he obtained his flag in October; but if the flag officers of Greenwich Hospital now on a separate list, had continued on the Active Flag List, and the present hydrographer of the Admiralty had remained on the Active Flag List, an arrangement which, of course, my honourable and gallant friend did not contemplate, Admiral Morshead would have been the very officer who would have got his promotion at the end of 1862; that is from the calculations made by my honourable and gallant friend in the beginning of 1853, 10 years since.

786. What will be the number of promotions that will take place in the next two years?—Three in 1863; six in 1864; seven in 1865; 11 in 1866; 12 in 1867; eight in 1868; five in 1869; seven in 1870.

787. What is the whole number?—A little over seven annually; seven and a fraction.

788. In 1863 I see that it is a very small number?—Seven and a half as nearly as possible is the annual average. In looking back I find that in 1859 there was only one vacancy on the Flag List in the whole year.

789. I observe that it is stated by the Duke of Somerset that at one time a captain was 36 years on that list before he was promoted to flag rank?—That occurred in 1847 and 1848.

790. How long had Admiral Carroll been on the Captains' List before he reached his flag?—I believe he was posted in 1813; consequently, he would have been 35 years on the Captains' List.

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791. It was in 1849?—Yes, in January.

792. Take the last captain who has been promoted to his flag; how long had he been a captain?—Between 18 and 19 years.

793. That is the effect of the retirements, and the present arrangements in the course of four years?—Yes; the period that the captains remained on or passed through their lists has been decreasing; and I think we have now arrived at the greatest decrease.

794. What has been the effect up to this time?—There has been a decrease.

795. A very great decrease in point of time?—Yes.

796. Fifteen years out of 35?—Yes.

797. Has not that had a considerable effect?—Yes; we have been coming down to that part of the list where there were very few officers who were qualified for their active flag.

798. I thought that in the last two years promotion had been almost too rapid?—Yes; I am speaking now of a period of 12 or 14 years; many officers had not served for their flag, and were consequently promoted to the Reserved Flag List B, and not to the Active Flag List. Under the old system every officer, whether he had served or not, went on to the Active List.

799. Do you consider that the plan laid before the Admiralty was a plan that would be permanent, or was it like what has been imputed to the other plans—that is, merely to meet a temporary difficulty?—I look forward to its being a permanent system.

800. In answer to question 551, you state, "It is that system that naval men call a hand to mouth system which they object to so much; they themselves consider that a comprehensive measure might be introduced which would not require any further alteration for some years to come." Now, "an alteration for some years to come" does not sound like a permanent system?—No. Since 1847, when the general promotions were done away with, and the first retirement scheme was carried out, we have had three different retirements; we had one in 1851, making the second; a third in 1856, and a fourth in 1860. I am convinced, after looking carefully over the list, that very shortly there must be another, and one would be glad to see some proper system of retirement carried out; I believe that we must not use the word "finality," but a scheme that would last for 20 years to come.

801. Do you think that the proposed scheme will last for 20 years?—Yes.

802. It is not to be changed so often as before?—It will be self-working for some time to come.

803. With regard to the former great changes, there were two great changes which were not at all compulsory; one in 1850 and the other in 1860?—Yes.

804. The other changes were not of a very large character?—The change of 1847 introduced quite a new system into promotion—general promotions were done away with,—and the promotion was then made from the Captains' List to the Flag List as vacancies occurred. No less than 130 captains were at once removed from the Active List. The retirement of 1847 did not apply to commanders or to lieutenants.

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805. It was not compulsory in any shape?—No.

806. And so far it was beneficial, but not at all compulsory?—No.

807. The profession can hardly complain of men having an opportunity to accept a benefit if they like it?—No.

808. Therefore, I suppose, to such retirements there was no objection?—I have not heard any objection made to the retirement of 1847.

809. With regard to the admirals of the fleet, what is your proposal with respect to them?—That those admirals—and I use the word "admirals" to distinguish them from vice admirals or rear admirals, who have hoisted their flags—should be placed at the head of the list with the rank of admiral of the fleet. It is not proposed to keep up that large number, and in order to effect a reduction it is proposed that when a vacancy occurs amongst any of the admirals of the fleet, not being the senior admiral of the fleet, that that vacancy should not be filled up; but if the senior admiral of the fleet should die, then that his vacancy should be filled up, till the number of the admirals of the fleet was reduced to three, which is proposed to be the permanent number.

810. Out of which list should you promote them?—From the Active List of Admirals, and afterwards from both the Active and the proposed Retired Lists, that is to say, that the senior flag officer who had hoisted his flag, should rise by seniority to be admiral of the fleet, whether he might be on the Active or Retired Flag List.

811. Do you mean that those who were upon the Retired or Reserved Lists, after leaving the Active List, should become admirals of the fleet?—Yes; taking the Navy List as it stands now, supposing this plan to be carried out immediately, the senior vice admiral to be retired would be Sir Henry William Bruce; and if a vacancy occurred by the death of the senior admiral of the fleet, then Sir Henry William Bruce, the senior retired admiral, who had hoisted his flag, would be the admiral of the fleet; and if one of the junior admirals of the fleet died, that then the vacancy would not be filled up.

812. You would take them from the Retired List?—Yes, only those officers who had hoisted their flags would be eligible, whether on the Active or Retired Lists.

813. Admiral Bruce, who is 71, would be removed from the Active List and placed on the Retired List?—Yes.

814. When he got a little older and others had died, if there was a vacancy for an admiral of the fleet, he would be removed back again from the Retired List in which he had been placed, to the Active List as admiral of the fleet?—The appointment is merely honorary.

815. That is true?—They are placed at the head of the list.

816. But would it not be as I have put it to you?—One could hardly say that they are on the Active List.

817. Are they or not?—They are at the head of it, not actually on the Active List; they would occupy the highest post at the head of it.

818. Sir *John Hay.*] Is it not the intention that the admirals of the fleet, whose rank will correspond with that of field marshals, are to be at the head of both Lists, Active and Retired?—Yes, it is.

819. Sir *Francis Baring.*] They are not to be placed on the Active List?—No, at the head of the Active List.

820. I perceive that you propose that no flag officer shall receive the good service pension; it is not in distinct words, but you say that no flag officer on the Active List shall hold any other pension than one for wounds?—Yes, but good service pensions would be granted to flag officers retired from the Active List.

821. They would be confined, then, to those who had retired from the Active List?—Yes; they would be the very officers who now hold the good service pensions.

822. An officer, who may be an efficient and gallant officer, may hold a good service pension without being 60 or 70, may he not?—There are very few cases, there may be some, but there are very few in which the good service pensions have been given to officers under the age of 70; they are generally given to admirals at the top of the list who are considerably over that age.

823. Lord Nelson would have been able to receive the good service pension under your rule?—Perhaps not.

824. If we had many such men as Nelson, do you think that would be satisfactory to the public?—I should suppose that Nelson would have been rewarded by something better than a good service pension.

825. But he did hold, did he not, the appointment of Colonel of Marines?—I am not aware; he might have held the appointment of Colonel of Marines; formerly four captains were Colonels of Marines.

826. When those appointments were abolished, the good service pensions were substituted instead of them?—I believe they were.

827. Was not that done under the recommendation of a Commission?—I am not certain.

828. Is that a part of your plan which received the sanction of the number of officers you have mentioned?—A number of officers suggested that the good service pensions should be held by officers who had retired.

829. There are a certain number of good service pensions?—Yes; there are service pensions and good service pensions.

830. The service pensions are received by officers on the Active List, but they retire in consequence?—Yes, the acceptance of the service pension necessitates retirement from the Active Flag List.

831. I asked you the other day whether you could make out a similar list?—I did not quite understand what the Right Honourable Baronet asked for; but I have brought this list (*handing in the same*), consisting of those admirals who would be retired from the Active List, and amalgamated with the Reserved Admirals', A; the reserved admirals of Greenwich Hospital, the reserved admirals, B, and retired admirals, C and C D E.

832. Is it intended in this list that you propose to make, that the officers should be distinguished by letters?—No; this was simply for my own guidance.

833. Can you hand in a list as you would print it?—Yes, I will; it has been proposed, but never carried out, that we should print the entire list.

834. I suppose that your object in your list is to have active officers?—Yes; and that the Active List should be in reality what it is now only in name.

835. Referring

835. Referring to the Flag List, do you contemplate that admirals at 70 would be particularly active?—No.

836. Do you think that at the age of 70 any active admirals are likely to be found?—We have regard to the expense of the retirement; there are a great many admirals who would retire at 65; the rear admirals, I mean.

837. But this scheme is to last for 20 years, and I suppose it is founded on some principle or other; it is not a hand to mouth system?—No.

838. Do you think, supposing that admirals and vice admirals retire at the age of 70, that it would be really an Active List of admirals and vice admirals?—A rear admiral retires at 65.

839. Do you think that you would get a really active list of men, the greater part of whom would be between 60 and 70?—We do not anticipate that they would all arrive at that age at once.

840. Have you consulted the Northampton Tables, or is there anything that leads you to think that that list, which is to be an Active List, will really be an Active List?—If they were all of that age they would not be, but we know that they will not all arrive at the same period of life in the same position.

841. You will have, to a certain extent, younger men; but is there such a difference in the duties of a vice admiral and a rear admiral, that a man could perform the duties of the one when 66, and not the duties of the other?—No.

842. I wish to know the principle on which you make these distinctions?—There is an optional retirement open to admirals at the age of 65, and the principle proceeded upon was this, that it would cost too much money to retire all.

843. On principle it is not very easy to determine, is it, although it may be on economical grounds?—Certainly there may be a departing from principle in having a different age.

844. You have spoken of the power of retiring, there is a power of retiring, I see, for rear admirals before the age of 65?—Yes, at 60.

845. Provided the officer is incapable of serving?—Yes, there is optional retirement at 60.

846. If he is incapable of serving, there is no power of removing him from the Active List, is there?—Yes.

847. I see that "an officer on the Active Flag List may, at his own option, be retired at any age, after being declared by medical survey unfit for further service"?—Yes, at his own option.

848. Suppose he is blind, and he does not choose to retire?—I do not know whether that case is provided for.

849. There is no power given to the Admiralty to retire him, is there?—Of course this plan is open to amendments and further discussion, and any little omission of that sort might be rectified.

850. Still he would remain on the Active List of admirals, although blind?—Yes; but that is one of those little oversights that will occur with any plan; in fact, there has scarcely been a retirement brought forward but there has been some little oversight which has been rectified shortly afterwards.

851. I will now refer to another point, namely, the cadets; your plan is to limit the number of the cadets with reference to the number of vacancies for lieutenants?—Yes, and to supply the vacancies which may occur amongst the junior officers below the rank of lieutenant, whatever may be the number of lieutenants removed, whether by promotion or by retirement or by death, allowing for casualties, and for the number of junior officers who may leave the service.

852. You make an allowance for those officers who may have quitted the service, and who have died before they came to their rank?—Yes.

853. Upon what principle is it that you propose to separate the Coast Guard and Packet Service from the Active Service?—We are anxious to have Active Lists composed solely and simply of *bonâ fide* active and efficient officers, and that they should be reduced to such a number that in time of peace we should not have too large a number, while in time of war we should not have too small a number; that we should therefore have a *bonâ fide* Reserved List. Officers on the Reserved Lists would be employed in the Coast Guard and Packet Services and in case of war, their services being required, they would be ready to be called forward into active home service. I think this will meet one of the great difficulties which we have to contend with in dealing with the Navy; that is, to have an establishment not too large for the purposes of peace, nor reduced to too small a number in case of war, should war unfortunately break out. This was one of the reasons for forming a Reserved List for the Coast Guard and Packet Services. The rule at present regulating the admission of commanders into the Coast Guard is, that they are not to be appointed to that service over 45 years of age. We would almost reverse that, and say that they should not go into it under 40 years of age. I have known some very active and efficient officers, promising young officers, who were very anxious to go on with their profession, and they went into the Coast Guard, intending to come back again, and to go to sea eventually, but after having had a taste of employment ashore in the Coast Guard, they changed their views, and consequently were lost to the service. Therefore we would make the Coast Guard and Packet Service a sort of reward for those officers who had not been promoted very early, but who did not want to retire; they could go into the Coast Guard and Packet Service, and be useful to the country; not drawing half-pay and doing nothing, but remaining employed until they were 60. Then we would retire them. The proposed Reserved Lists would, therefore, be composed of officers who, in case of war, could be called into active service. I can see no arrangement but one of this sort, by which we provide for the contingency of war without having a very large establishment during peace.

854. You intend that this is to be a Reserved List, applicable in case of war?—Yes; a Reserved List of Commanders and Lieutenants.

855. Lord *Clarence Paget.*] I understand you to recommend at the present time that the number of cadets shall be about 200?—Yes; until the List of Lieutenants is increased to 300. I would not interfere with the present entries.

856. Therefore, at the present time you have no fault to find with the number of cadets entered, but you would rather govern it upon a different principle?—Yes, we would introduce some system, because there does not appear to be any system in existence at present; it is merely a proposal thrown out. We have not heard of any other that would introduce a system of entries.

857. With reference to your proposed compulsory retirement of flag officers, I understood you to say that all officers, whether they have

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served as such or not, should be equally retired at the ages you propose?—Yes.

858. Do you think that it would be just to place an officer who had been a great many years on the Flag List, had been perhaps employed in a civil situation, or had been a man to whom it was not convenient to serve, and another officer who had served faithfully and carried his flag both in time of war as well as in peace, in the same category when they came to a certain age?—I do not see why there should be any distinction or difference; the rule is applied without any distinction or difference to commanders and lieutenants, some of whom have had very good service, and some of whom have not served at all. I have heard officers say that if the rule was general, they would not object to it; but that if there is any distinction to be drawn, then it becomes a hardship.

859. You do not think that the flag officers who have served fairly, would consider it unjust to them to be put in the same position, and that, in fact, their services should not be considered at all with reference to their retirement?—There might be some who might complain at first; but when once the rule is laid down I do not see any difficulty; they would rise as before, to flag rank and pay, and I have heard many of them say that they do not see any hardship in it.

860. According to the present rule captains who have served as such, are not retired on account of age; when a man has served he is not retired in the same way as if he had not served; would you say that captains should be retired according to age, whether they had served or not?—Certainly; all of them, without any exception; so that there would be one uniform system throughout.

861. I thought you rather seemed to convey that there were disadvantages to the country in choosing vice or rear admirals; and, in fact, that you thought it absolutely necessary that there should be admirals appointed to commands, or vice admirals, or rear admirals; are you aware that there is any great public advantage, or is it a matter of any great importance, whether an admiral or a vice admiral has a command?—As to the advantage to the country itself, I do not see that there is any great advantage, but it shows that the Flag List cannot be in a healthy condition when junior officers are selected for senior officers' commands, or commands which by custom are given to senior officers.

862. I believe that there have been rear admirals in command in the Mediterranean on former occasions?—A very long time back. The Mediterranean has almost always been a vice admiral's command; there have been one or two exceptions.

863. I believe that there have been admirals in command n the Mediterranean?—Yes, occasionally.

864. There have been admirals, vice admirals, and rear admirals in command in the Mediterranean?—Rear admirals, some time since.

865. Can you point out any inconvenience that has arisen to the service, from the fact of there having been either of one rank or the other?—Inconvenience is scarcely the word, but I do not think it is fair to the service to have and to allow the Active List to remain in such a condition that you have to select junior flag officers to whom you have to give the temporary rank of vice-admiral for commands which are generally given to senior flag officers.

866. To whom is it not fair; you say that the public do not suffer any inconvenience; which rank is wronged by the fact of the officer in command in the Mediterranean being either an admiral, a vice admiral, or a rear admiral?—I should say that the officers themselves, who are selected, are to a certain extent wronged; they are advanced to a higher rank, and when they come home, they are placed back again into a lower rank.

867. Sir *William Miles.*] If the admirals are efficient men, and the station is an admiral's station, would it not be unjust that an admiral should not be appointed to that station?—Yes.

868. Lord *Clarence Paget.*] You say that it is an injustice to the body of admirals?—Yes.

869. Sir *John Hay.*] During the Russian war, in the Black Sea, was it not considered necessary for the public good that Rear Admiral Sir Edmund Lyons should have the command of the Black Sea fleet?—Yes.

870. His knowledge and special character recommended him for that service?—Yes.

871. Besides that, are you not aware that there was considerable inconvenience arising to the public service on account of the circumstance that the Commander in Chief of the English fleet was junior in rank to the French officer who commanded the navy of France, and the flag officers commanding other fleets in the Mediterranean; and the naval resources of England being larger than those of other powers, it was of essential importance that the Commander in Chief of the Mediterranean fleet should be of superior rank to the flag officers of the Allied Powers?—Yes.

872. Was it not in consequence of that that a double step of rank was given to Admiral Lord Lyons?—Yes.

873. Lord *Clarence Paget.*] Will you be good enough to point out the inconvenience to the service, or the hardship to any individual, that has resulted from an officer having local temporary rank given to him when in command of a station, if the public service required it?—I think that it would double the hardship to officers of senior rank; I think that appointing a rear admiral to a vice admiral's command would double the injustice of not appointing a vice admiral if a vice admiral could be found; and, therefore, I should say this difficulty occurs, that either by appointing rear admirals you have no vice admirals to appoint to these commands, or if you have vice admirals to appoint to these commands and you appoint rear admirals, you are certainly acting unjustly to vice admirals.

874. As I understand your plan, it is to retire a vice admiral who would be too old?—Yes.

875. Assuming it to be advisable to appoint a rear admiral with temporary rank in preference to appointing a vice admiral, you are of opinion that it would be a hardship and a reflection upon the vice admiral, because he would be passed over, and your proposal is to get rid of that difficulty by retiring that vice admiral; is not that so?—Yes.

876. Now, which would be the greatest hardship upon a vice admiral, to retire him, or to leave him upon the Active List as he is, appointing a rear admiral, and giving that rear admiral temporary rank as vice admiral?—I do not see that there

there would be any hardship in retiring an officer who was not fit to be employed.

877. But which do you think a vice-admiral would like the best?—I heard a very distinguished flag officer say the other day, "If I am not to be employed, I might as well be on the Retired List as on the Active List."

878. I am aware that you have had a great deal of communication with naval officers, and that you are much respected by them; but do you believe that it would be a popular thing among the flag officers, taking them generally, if they should be retired according to your scheme?—I believe it would, from what I have heard from some of the flag officers themselves, some of whom, I know, three years ago, or two years ago, were opposed to compulsory retirement; I have heard them say that they have now modified their views; I have been informed that one or two of those officers who were very strongly opposed to compulsory age retirement, have now come round, and the expression used by them is this, "We had better die with grace and dignity," or words to that effect.

879. That is one or two?—Yes; one or two of those who were strongly opposed to it; but I believe there are very few who are strongly opposed to it.

880. I asked you the last time that you were examined to be good enough to give the number of the admirals under the age of 60; I did not ask you the ages of the captains who had been promoted since 1860; going down your own list, at page 16, what should you say was about the average age of the officers when promoted; may I not say that the average age is not more than 35?—I should say between 35 and 40; some of those officers have been already two years on that list.

881. I am taking the age on promotion to that list?—That is a question I would rather not answer without reference to the ages.

882. You cannot tell me the average age of the officers since 1860 on promotion to the Captains' List?—No.

883. Do you suppose it would be above 40?—I should say approaching 40.

884. Is it, or is it not, a satisfactory age for the promotion of officers to the rank of captain; have not the public a reason to expect that an officer who is promoted to the rank of captain at the average age of 40, may serve for a considerable number of years as an active officer?—There is another question, and that is, what age will those officers be when they arrive at flag rank?

885. I am asking you to deal a little with the present time. Is that or not an age at which an officer may be considered to be in full activity of mind and body, and likely to last for a considerable number of years as an active officer; I am referring to captains promoted at the age of 40?—I think that we ought also to consider another question, for I believe that many of the evils which have arisen, have arisen from not looking forward to the future, but from dealing with difficulties only when they occur. It has been often said, "Wait till the shoe pinches," and then things have to be done and retirements have to be carried out in a hurry; and it has been owing to that, that we have now got into all these difficulties.

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886. Do you consider that at the age of 40 an officer is likely to do good service as a captain for a considerable number of years?—Considering that my reply may be misunderstood, unless I may go into another question, I beg to decline replying to this question; it is simply on these grounds that I would rather not answer the question.

887. Sir *William Miles.*] With regard to the entry of cadets, you have stated that you think it will be necessary to enter 200 cadets until the sub-lieutenants have increased to 300. Looking to the entries now, and the number of the sub-lieutenants, how long do you think it will be before you arrive at that?—One can hardly judge. I have only just seen a return giving the number of the officers who have left the service, or who have disappeared from various causes; we have only got the averages for about four years, and therefore I can hardly reply to that question.

888. Do you think it impossible to carry out the recommendation which was made by the Committee at that time, and which recommendation was, that the number of entries should be limited to 100?—I think that if the number were limited to 100 entries, it would be too low.

889. I understood you to say that you thought the recommendation made by the Committee, by which the warrant and petty officers should take upon them some of the duties now performed by midshipmen, should be carried into effect?—Certainly.

890. What number of midshipmen are there now who are in the first class?—I am not able to answer that question.

891. Supposing that plan to be carried out, what would be the reduction as to numbers in the class of midshipmen?—I cannot answer that question; naval officers will probably be able to reply to it.

Martis, 28° *die Aprilis*, 1863.

MEMBERS PRESENT:

Mr. Ayrton.
Sir Francis Baring.
Mr. Charles Berkeley.
Mr. Dodson.
Sir James Elphinstone.
Sir John Hay.
Mr. Maguire.
Lord Clarence Paget.
Sir John Pakington.
Mr. Scourfield.
Sir Harry Verney.
Mr. Walpole.
Sir Henry Willoughby.

THE RIGHT HON. SPENCER H. WALPOLE, IN THE CHAIR.

The Rev. WILLIAM HARVEY, called in; and further Examined.

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892. Lord *Clarence Paget.*] I WAS asking you a few questions on the last occasion with regard to the age of officers who had been lately promoted to the various ranks, and I think you stated that the average number of officers who had been promoted to the rank of captain since the last Order in Council had been under 40?—Nearer 40 than 35.

893. Will you read from the return that you have prepared for the Committee?—I find that in 1860 there were 13 captains promoted, the average age being 39. In 1861 there were 24 commanders promoted to the rank of captain, and of the same average age, 39. In 1862, 36 commanders were promoted to the rank of captain, and the average age was 38, slightly over.

894. I rather pressed you to tell me whether you did not think that that age was a satisfactory age for the promotion of officers to that rank, and I think you did not quite like to answer that question?—One rather objects to answer that question by itself; I mean that one must take into consideration how long those officers are likely to remain on the captains' list before they arrive at flag rank.

895. Can you give the Committee the same sort of calculation as to the ages at which lieutenants have been promoted to the rank of commanders during the last three years?—I have not made out a return; but I will prepare one, and hand one into the Committee.

896. Do you suppose that the age is above 32?—I should hardly like to answer the question without having looked into the ages of those officers.

897. Generally you admit, I think, that they are now promoted much younger than they were in former years, and that a great improvement has taken place in that respect?—Yes, they are promoted younger, some of them; but yet in former years there were many young officers who were rapidly advanced through the service.

898. Upon the whole, the promotion is much more satisfactory now, is it not?—I would rather leave those questions to be answered by naval officers themselves.

899. You have taken a great deal of pains in preparing the scheme that was laid before the Duke of Somerset by Sir John Hay, and in which you propose that the Active List should be reduced in all ranks, and the number of lieutenants reduced to 700; is not that the plan?—Yes.

900. Do you not consider that the number of the lieutenants governs the numbers of all ranks in the navy, if you mean to keep up a proper flow of promotion?—Yes.

901. Do you think that 700 lieutenants would be sufficient for the service of this country in a great war?—If there were only 700 lieutenants, without any reserves, there would not be; but I should say, with reference to the plan submitted for the consideration of the Duke of Somerset by Sir John Hay, it is proposed that there should be a reserved list of lieutenants for the coastguard and the packet services; there would be a considerable number of lieutenants on that list who, in case of war, would be available; the sub-lieutenants' list it is proposed should be raised to 300; I have no doubt that we could promote 200 of the sub-lieutenants to be lieutenants if war should break out; we should therefore have, not 700, but 1,000 lieutenants available for sea service, who would be all *bonâ fide* and efficient officers. If we take the list, as it at present stands, 800 in number, there are not 800 lieutenants available for sea service; there are about 70 employed in the coastguard and packet services; I have been told that there are a great many lieutenants who, although retained on the Active List, are not efficient officers, and no one would think of employing them; so that in fact, the list of 700, as proposed in the plan, is a much larger available number of efficient officers than the present list of 800; and with the proposed reserved list for the coastguard and packet services, and the sub-lieutenants' list increased in number, you would have the means of at once greatly increasing the lieutenants' list.

902. By the 300 sub-lieutenants?—By promoting the seniors; one-half of them, or 200 of them.

903. Are sub-lieutenants of no use in war?—Yes; but these are questions that I would rather leave naval officers to answer.

904. You propose in time of peace that the coastguard, and indeed in war time, you propose that the coastguard should be a separate service for the reserved officers?—Yes.

905. Would

905. Would it be just towards the lieutenants on the Active List that they should be excluded from an occasional tour of duty in the coastguard if it suited them?—If they wished to serve at home, they might be appointed to harbour ships.

906. Would the active lieutenants of the navy be satisfied if they were excluded altogether from an occasional tour of service in the coastguard, as sailors of the fleet have the enjoyment of the coastguard?—There might be some who might object to it; but I should say not as a body.

907–8. Do you believe, with your extensive practical knowledge and interest in this question, that any scheme that could be propounded would be available for an efficient navy in all times, both in peace and in war?—Yes, I do; but, on the one hand, the evil of having too large a number of officers in time of peace, for whom employment cannot be found, and who, consequently, become inefficient, must be guarded against; on the other hand, care must be taken not to reduce the number of officers to so low a number that if war were to break out there would be too few to meet the demands of the service. The way to meet that difficulty, as it strikes me, is to have reserved lists of officers for the coastguard and packet services, where they would be employed during peace, but might be called upon in case of war to serve on active home service. In the present state of affairs we have active lists which are kept up to a considerable number over and above the requirements of the service during peace, with the view, as it is stated, of having a sufficient number of officers available in case of war; but many of the officers on those active lists would not be available, and we have also reserved officers, of whom it is said they will be called upon to serve during war; but yet when the Russian war broke out, and they might have been called upon, their offers of service were not accepted.

909. How many lieutenants are now employed?—About 540, exclusive of the coastguard and the packet services, and resident agents in the transport service.

910. How many are there, including the whole?—I suppose about 600.

911. How many lieutenants were employed at the height of the war, when we had nothing to do with the coastguard; or about how many?—In 1814, the number of lieutenants actually employed amounted to 1,637; that was about the average; sometimes there were more.

912. I have taken the number from the memorandum of the Duke of Somerset, but in that memorandum these words are added: "It may be, that the probable changes in naval warfare would not again render necessary this large number, but the restriction of the number to 700, so far from contributing to the efficiency of the navy, might seriously impair the naval power of the country."

913. You have stated that the number of all classes in the navy must be governed by that of the lieutenants; and if your number of lieutenants is insufficient, it is quite clear that the whole scheme must fall to the ground; is not that so?—I have pointed out—at least I hope—plainly to the noble Lord, that the number of lieutenants, although fixed at 700, could be rapidly increased to 1,000 in case of war.

914. Then the cost of a quarter of a million, which would be about the cost of your scheme, would be greatly exceeded; we could not rely on those figures as the cost of the scheme, if the basis of the whole scheme, which is the number of the lieutenants fixed at 700, was insufficient?—We are providing for a peace establishment, but capable of expansion during war; and in war the expenditure of the navy must be necessarily very much increased. I believe, in the present day, if we were to enter into a large maritime war, we should find it necessary to promote a considerable number of officers in consequence of so many being retained on the Active List who are inefficient; and that would involve the country in very considerable expense.

915. Mr. *C. Berkeley.*] Referring to the evidence you gave about the changes which have occurred in this scheme since it was laid before the 1,200 officers, may I ask you if there has not been a very considerable change in paragraph 29 since the paper was circulated among the Members of the House of Commons in January last?—There has been a change made there with respect to one class of officers, I believe.

916. That change, I believe, is, that in the scheme now before the Committee, the reserved captains, as you designate them in the F. G. List, are to be allowed to rise to their flags, which is not the case in the former scheme?—No; it was not stated whether they would rise or not in the former scheme.

917. It is stated in the present scheme?—Yes.

918. In amalgamating the lists of retired and reserved captains, are you aware whether many of the reserved captains will stand below the retired captains called H. I. K.?—Some of them will, undoubtedly; the senior captains on the H. I. K. Lists are senior to the senior captains on the Reserved List, F. G.; that list of the senior captains was formed some years previously to the reserved captains, F. G.

919. I think you said that there were several very distinguished officers on the Retired Captains List, H. I. K.?—They are chiefly at the head of that list; I find some officers who were the old first lieutenants in the late war.

920. And some of those were on the list of commanders a very long time, were they not?—They were.

921. Can you tell me why it is proposed that the captains on reserved half-pay should be permitted to rise to their flags, and that those retired captains, H. I. K., should not be permitted to rise to their flags?—It was considered that the Order in Council of 1851, dated 25th June, was so worded, that it led officers promoted to the reserved captains list to believe that they would have the same privileges as captains on the Active List except employment, but that in war they might be called upon to serve; I will read the Order in Council:—"While my Lords have recommended the abandonment of the system of brevet promotion in future, they are, nevertheless, desirous of meeting the claims of old officers who have served long and well, and who seek their promotion rather as a reward for past services than in the expectation of further employment. To meet these claims equitably, and at the same time not to fill the Active List with officers who cannot long continue fit for service, their Lordships will promote by selection 50 commanders to the rank of captains. These officers will be placed on reserved half-pay. Of these 50, 20 will be selected in the present year, and 10 in each succeeding year, until the number reaches 50, when the vacancies only will be filled up.

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(Further promotion to this list is abolished by Order in Council of 1st August, 1860.)

922. In your proposed scheme, the retired captains will now be placed, many of them, above the reserved captains?—They will be placed on the proposed Retired Captains' List, according to their seniority as captains; therefore some will be above those officers.

923. When the reserved officers rise to their flags, they will jump over the heads of all the retired captains?—They will be promoted to flag rank.

924. Have you heard it stated that several of the reserved captains have not served their one year's time at sea, to entitle them, according to the Regulations, to promotion to be active captains?—Yes, I have heard that stated; but I blame the Admiralty in that case for placing such officers on the list, which, according to the wording of the Order in Council, certainly seems to be a list intended entirely for officers of long service, and who would, if the general promotions had not been done away with, have been probably placed on the Active List of Captains. It seems that this list was framed in consequence of general promotions having been done away with; and the Captains' List being reduced to a fixed number, it was very difficult to promote certain commanders who had good service: it was not considered fair to remove them to the Retired Captains' List H. I. K., and therefore this new list was framed; and the belief of the officers promoted to it was that it was a sort of second edition of the Captains' Active List: that their promotion was a *bonâ fide* one, though they were not to be employed except in case of war.

925. Still some of them could not have been promoted to the Active Captains' List, according to the Regulations; those who had not served one year afloat in the rank of commander?—The Admiralty promoted some undoubtedly to this list who had not served that time.

926. Those officers (supposing, as you say, that that list had never been made) could only have been placed on the Retired Captains' List H. I. K.?—Yes.

927. Still, you say that those very officers are now to be permitted to rise to the flag rank, and that the H. I. K. officers are not to rise to flag rank?—That has been suggested.

928. Referring to the calculations in the commencement of your book, I see that you calculate that in 1870, Captain Key will be the youngest captain promoted: you do not mean that he is to be the last captain to be promoted in that year?—No; that he is the youngest in age.

929. That calculation extends to four or five below Captain Key?—Yes, down to the junior captain promoted in 1851. Captain Key was promoted in 1850; he was the youngest of the captains promoted in those two years.

930. I believe, according to that calculation, that there are about 50 officers who must be removed from the Captains' List, promoted or otherwise, before Captain Key can attain to his flag?—Captain Key is now 45 from the top of the list, only counting those who have served their time; but there are three or four more who may serve their time: they have only a short time to complete.

931. I may assume that there are about 50 qualified above that officer?—Yes.

932. Can you inform the Committee among how many officers those 50 vacancies must occur before Captain Key can arrive at the rank of rear-admiral?—There are 100 flag officers on the Active List, and 10 admirals on the Reserved List A; there are four reserved flag officers of Greenwich Hospital, and 50 captains, senior to Captain Key, qualified, or who will probably become qualified for their active flag.

933. That gives a total of 164: do you calculate, that among those 164 officers 50 vacancies will occur before the year 1870 is concluded?—Yes.

934. Have you made any calculations as to the effect of this scheme upon Captain Key's promotion, suppose the proposed scheme to be carried out?—I consider that it might not advance Captain Key much towards flag rank; but it would undoubtedly advance officers promoted in 1854 and later years, more rapidly as the compulsory age retirement and the optional retirement would lead to the removal of many captains from the Active List qualified for their active flag.

935. It would not advance, would it, Captain Key's promotion?—I should say that the suggestions that have been offered have been based on the opinions of a great many officers. There are points of detail on which there are differences of opinion: one is the number to which the Active Flag List should be reduced. I should prefer to see it reduced, not to 60, but to 75, believing that to be the better number, having in view the ensuring a proper form of promotion; and in that case, it would certainly considerably accelerate Captain Key's promotion.

936. Can you calculate in the same way, according to your scheme, the number of vacancies that would occur in order to promote Captain Key?—There are some who will be removed immediately.

937. Will there be ten or a dozen removed according to your calculation?—I can hardly say. I can answer that three will be removed immediately.

938. Two out of those three are already promoted, are they not?—No.

939. Cannot you give the Committee any exact answer to my question as to the time at which, according to your scheme, Captain Key would arrive at his flag?—I believe, with the flag list reduced to 60, there would not be much difference: with a flag list of 75, there would be a considerable difference, two years or more.

940. I understood you to say that Admiral Bruce would be the senior retired admiral according to your scheme: will you state to the Committee what you do with the 17 flag officers who stand on the list above Admiral Bruce, and who have already hoisted their flags?—It is proposed that the admirals who have hoisted their flags should become Admirals of the Fleet.

941. All of them?—Yes, those who have hoisted their flags.

942. There will be 14 to be removed to the Admirals of the Fleet?—Thirteen or 14: 14, I think.

943. Instead of 12?—Yes; because that number depends upon the number who have hoisted their flags.

944. Can you give the Committee any definition of the terms "hoisting the flag"; is there any limit to it?—Naval officers can answer better than I can. When an admiral receives an appointment he hoists his flag on board his own flag ship, if possible; if not, for instance, if appointed admiral-superintendent of Malta dockyard, he hoists

hoists his flag on board the "Fisguard," and although in that case his flag is not kept flying on the "Fisguard," he is placed on full pay, and may be said to have hoisted his flag.

945. If the Lords of the Admiralty wished to hoist their flags, might they go down to the "Fisguard" and hoist them one day, and haul them down the next?—No; unless they received a definite appointment or command.

946. Which do you consider to be entitled to the greatest amount of consideration at the hands of the Admiralty or of this Committee, an officer who has hoisted his flag upon a home station for a period of seven months, or an officer who has served at the Admiralty for 13½ years?—I do not think that is a question at all in considering the compulsory age retirement; what we have to consider is, whether it is advantageous to the service and to the country.

947. You do not give any definite opinion upon that?—I would draw no distinction whatever.

948. It would rather be a grievance to an officer who had served at the Admiralty if he was compulsorily put on the Retired List, while an officer who had only served seven months on a home station was promoted to be an Admiral of the Fleet?—I think not, because the former had only held a civil appointment, and had not hoisted his flag: whereas the latter had had his flag flying.

949. Will you just turn to paragraph 16 of the Paper, at page 4, where you will find these words: "The officers so removed, if they have served the time required for active flag rank, or completed 21 years' sea-service in the ranks mentioned in the preceding paragraph, and being not less than 55 years of age, to be placed at once on the proposed Retired Flag List (see paragraph 10), with the rank and pay of rear-admiral, to rise in flag rank, but the former class alone to be entitled to rise in flag pay." Am I to understand that those officers are to rise in flag rank according to their seniority as captains, or according to their seniority as rear-admirals?—According to their seniority as captains.

950. With regard to paragraph 44, at page 6, it is stated that, "Every officer on this list to be removed therefrom, on completing his 50th year, and to have the option of being removed on completing his 40th year, or 15 years' sea-service in the rank of lieutenant." I think, according to paragraph 43, he is made a retired commander, is he not?—Officers who wish to retire altogether may do so at the age of 40, but they will not be compelled to leave the Active List until 50; but even then they are not, except at their own desire, actually retired. They will be placed, if they wish it, on the proposed Reserved Commanders' List, where they may continue to serve until 60; therefore, lieutenants are not retired compulsorily until 60.

951. Paragraph 45 reads thus: "Officers retired from the Active Lieutenants' List will be promoted to the proposed Retired Commanders' List, and placed upon it according to their seniority as lieutenants, unless removed at their own request to the proposed Reserved Lieutenants' List." I am supposing that the officer is not removed at his request, but remains on the Active List with a view to get his promotion, and if he does not get it he will eventually be placed on the Retired Commanders' List?—When he is 50 years of age he will be compulsorily removed from the Active Lieutenants' List; he will then have the option of being retired to the proposed Retired Commanders' List, or of being removed to the proposed Lieutenants' List with a view to further service until 60 (but not active sea service) in the coastguard or packet service; he would not be virtually retired, except at his own wish, before 60.

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952. In drawing up a scheme of this sort, you have no doubt had great difficulty; but are you certain that there is not one point which has apparently been overlooked: that is, to prevent what are usually called "shufflers" in the service, from getting a good deal for doing very little?—I think not. We provide in the suggestions that promotion should be given in the junior ranks, partly by selection, and partly by seniority; and we expressly state that it should be by seniority of sea service, in order to check the promotion of the class of gentlemen described by the honourable gentleman.

953. Suppose that one should get in, we will trace his career. According to paragraph 53, he must be 19 years of age before he becomes a sub-lieutenant?—Yes; but I should say that there appears to be a mis-print as to paragraphs 52 and 53. In paragraph 52 the words are, "Sub-lieutenants to be required to serve three years afloat before being eligible for promotion to the rank of lieutenant:" it should be two years. And in paragraph 53 the words are, "Midshipmen to be required to serve two years afloat before being eligible for examination for the rank of sub-lieutenant, and to be not less than 19 years of age:" it ought to be three years.

954. Therefore, a sub-lieutenant must be required to serve two years afloat before he would become eligible for promotion to the rank of lieutenant?—Yes.

955. He may get his promotion, then, at the age of 21?—Yes.

956. But, according to your scheme for promoting those who have had sea service, if he continues in the sea service he must be promoted in two or three years afterwards?—Yes, to the rank of lieutenant.

957. If you will refer to paragraph 48, you will find that it says: "Officers to be eligible for the Reserved Lieutenants' List on completing their 40th year, or at an earlier age, if incapacitated from active service." If he is incapacitated from active service, why should he not be promoted to the Reserved Lieutenants' List?—He will be eligible for the Reserved List; he may be removed; he might be able to serve, although not at sea, yet in some shore service.

958. If incapacitated for active service, he might be removed to the reserved list of lieutenants at the age of 21?—Whenever he is incapacitated; only, of course, proof would be required to be given that he was incapacitated. I should say that there are officers who are now removed at a very early age from being incapacitated; if not for that reason, I know not of any other.

959. Will you refer to paragraph 50; it states that "Officers may be promoted from the Reserved Lieutenants' List to the Reserved Commanders' List who have completed their 40th, but have not completed their 50th year, provided they seek such promotion with a view to further employment." If he does that with a view to obtaining employment in the coastguard, not having been to sea since he was 21, he may be promoted, I think, to the Reserved Commanders' List?—

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List?—He would be required to have a certain amount of sea time in each rank.

960. Not according to the paragraphs which I have read?—We state that officers are to be required to serve a certain period in each rank.

961. Paragraph 48 says distinctly: "Officers to be eligible for the Reserved Lieutenants' List on completing their 40th year, or at an earlier age if incapacitated from active service"?—Those cases would be special cases, but as a rule, officers would be required to have had a certain amount of *bonâ fide* sea service in each rank.

962. May I take it for granted that the individual to whom I have referred might be made a reserved commander at the age of 40, provided he seeks such promotion with a view to further employment?—Yes, provided he has served the requisite amount of sea time for promotion to a higher rank.

963. Paragraph 39 states: "Officers promoted to the proposed Commanders' Reserved List, will be promoted on retirement from this list to the proposed Retired Captains' List, and be placed upon it according to their seniority as commanders." I cannot see anything in this scheme to prevent the individual whom I have traced becoming a retired captain without serving a day at sea since he was 21?—We must take the whole scheme into consideration. It is propounded under other clauses, that officers shall have a certain amount of sea service in each rank before being eligible for promotion.

964. There are no provisoes, I believe, in the paragraphs which I have read?—There are no provisoes in the Navy List for many cases that do occur. I find that there are very young officers who are promoted to the rank of commanders on the Retired List, although it is stated that lieutenants are not to be promoted to the list unless they are 60 years of age, or unless they have had a certain amount of sea service; but I find that there are some officers 32 years of age —one is 29; but those are exceptional cases, like the case the honourable gentleman imagined just now.

965. With reference to this large number of officers (who, I believe it has been stated, have generally approved of this scheme), I think you have already given the Committee some information as to the mode in which you obtained their opinions?—Yes.

966. Did you not write a large number of circulars, and distribute them among the fleet?—There were circulars issued, inviting opinions on certain points; and on collecting those opinions, this plan was drawn up.

967. Are those the circulars, Nos. 1, 2, 3, 4, 5, 6, and 7? (*the same being handed to the Witness*) —Yes; those are the circulars, Nos. 1, 2, 3, 4, 5, 6, and 7.

968. Were pamphlets also sent round the fleet by you, with the title, "Condition and Prospects of Captains in Her Majesty's Navy"?—That was a pamphlet which was written some time previously.

969. It was circulated, I believe, among the fleet?—There are two other pamphlets, copies of which I have here, which were circulated round the fleet, but the one to which the Honourable Member refers, was written some time since, and many copies given away before any of the circulars were drawn up. How far it was circulated then, I cannot say. I did not see the pamphlet till some time after it was written, and many officers had received copies.

970. There were also certain letters on promotions and retirements, and certain extracts from the "Times" newspaper, all of which have recently been circulated in the fleet?—Yes. This, which I hold in my hand, is one of the pamphlets: the title is, "Reasons for an Inquiry into the Position of the Executive Officers of the Royal Navy." And there is another one, with the title, "A Few Facts concerning Naval Captains, Commanders, Lieutenants, and Mates." These two pamphlets have been circulated in the fleet, but the other one was a pamphlet that was written some time previously.

971. May I ask you, as a friend of a large number of naval officers (as, I believe, you stated you were), whether you have ever heard of a certain book called "The Queen's Regulations and Admiralty Instructions"?—Yes.

972. At page 106, section 11, there are certain orders laid down about a combination of officers being strictly prohibited?—Yes.

973. Were you aware of that before all those papers were circulated in the fleet?—The first, second, and third papers, or circulars, were sent out before this order, or by whatever name it may be called, was known or framed. There were also three memorials presented to the Admiralty, one of which was signed by 500 lieutenants. It was presented in December, 1859, to the Duke of Somerset by the Honourable Member for the East Riding; and its receipt was acknowledged by the Private Secretary Another memorial was presented by the lieutenants o fthe Channel Fleet, to which no answer was returned; and another was presented, signed by the captains and commanders of ships in the East Indies, and an answer was returned by the Admiralty finding fault with those officers for asking for what they did. It was not until after these memorials had been presented, and three of our papers or circulars had been issued, that this order came out. A year before certain illustrious flag officers, who considered they had grievances, did something much more than proceed either to memorialise the Admiralty, or to bring their case before the House of Commons; because they proposed to go to the foot of the Throne, and we never heard of any objection that was made to that proceeding.

974. I believe that many officers, whose opinions perhaps you and the Committee would like to have received on this subject, took no notice of your communication?—Some did not.

975. Sir *John Pakington.*] You have just been pressed, by the Honourable Member who has just examined you, with regard to the details of the paper which was sent by Sir John Hay to the Duke of Somerset: is it not possible that every detail in that plan might be open to serious objection, and yet that the necessity for some improved system for promotion and retirement might be clearly proved?—Certainly.

976. Questions have also just been put to you with regard to the rule of the service against combination amongst officers in the Navy. Supposing the existence of a general discontent in the service, do you think it is either easy or desirable that the expression of that discontent should be suppressed?—Certainly not.

977. Which do you think would be the better course, assuming again the existence of discontent: that by the exercise of authority that discontent should go on smouldering, or that it should be openly and frankly expressed, and such a remedy applied

applied as might be found desirable?—I think that it should be openly and frankly expressed.

978. You were asked, I think, on a former day, whether there would not be very great individual hardship inflicted on flag officers, if they were to be rendered at once subject to compulsory retirement by age. Whatever that hardship might be, was there not a very analogous case when the Reserved Lists were established?—Yes.

979. Did it not occur, when those Reserved Lists were established, that very many flag officers, against their will, were forced into that Reserved List?—Yes.

980. You have given great attention, for a long period of time, to the system of promotion in the Navy: what is your opinion of the system of promotions by the Board of Admiralty? Do you approve of Board promotions?—That is a question that I have heard frequently discussed by naval officers, but I would rather not express an opinion upon it.

981. Is that a question that you have at all considered?—Yes; but there are various circumstances, I think, to be taken into consideration.

982. Have you any objection to state whether, in your opinion, promotions made by the Board, in their aggregate capacity, are made under the same sense of responsibility as when the patronage is exercised by an individual Minister?—I would rather not answer that question, except so far that I suppose an individual would feel the responsibility more than a Board.

983. I presume you would have the same objection to express your opinion as to what are called "haul-down promotions": do you approve of them?—It would seem rather hard upon the flag officers to take them away; and yet it is, to a certain extent, hard upon the service for selections to be made from very young officers. I would limit them by making a selection from officers above a certain standing in the service.

984. Lord *Clarence Paget.*] Has not that been lately done?—Yes; but I would go a step or two further.

985. Sir *John Pakington.*] Assuming the continuance of the haul-down promotions, would you also lay down as a rule, that when a haul-down promotion is made, the next vacancy should not be filled up, so that the haul-down promotion should not be a means of increasing the numbers on the list?—Yes.

986. You have been asked with reference to the communications that you have had with 1,200 officers who are supposed to approve of this plan. I see that the language of Sir John Hay's paper is this: "The accompanying plan for retirement and promotion of naval officers is based upon the opinions expressed by more than 1,200 officers on the Active Lists in the ranks of admiral, captain, commander, and lieutenant, and also by many officers on the various Reserved and Retired Lists." I infer from those expressions (and you will tell me whether I am correct in the inference I draw), that those 1,200 officers have expressed opinions favourable to some improvement in the principles indicated in this paper, but that they are not committed to the details of this paper?—No; it would be impossible to get 1,200 officers to agree on the details, but on the general principles they are agreed.

987. I understand from you that those 1,200 officers are not in any way committed beyond approving of the general principles on which this paper is founded?—Yes.

988. You were asked on a former day whether an officer must be held to be unfit for the command at Portsmouth who is above 60. Are you aware of any suggestion that has ever been made by anybody, that an officer above 60 should not hold the command at Portsmouth?—I am not aware of any.

989. Is there any suggestion in any of the papers now before the Committee, which would restrict a flag officer from any command, or any position whatever, under the age of 70?—In the suggestions, the admirals and vice-admirals are retired at 70, but rear-admirals at 65.

990. The general rule in the Naval Service has been that the commands at Portsmouth and at Plymouth should be held by full admirals?—Yes.

991. Are you aware that, when I had to fill up the command at Portsmouth, I found myself under the necessity either of deviating from that established rule, or of appointing an officer who, although personally still very active, was very nearly 80 years of age?—Yes.

992. The commands at those two ports have lately been held by vice-admirals, have they not?—Yes.

993. Do you know the reason why?—I conclude, on account of the difficulty of finding admirals to hold those commands.

994. Are not a certain portion of our foreign commands at the present time held by rear-admirals?—With one exception, I believe, they are all, and that very command will shortly be held by a rear-admiral and not by a vice-admiral: I allude to the Mediterranean.

995. With regard to the recent appointment of a rear-admiral to the command in the Mediterranean, is not that a very unusual course?—It is.

996. On the last day when you were examined, you were asked for how long a period you thought the plan to which you have been a party would be useful, and you said "for 20 years." Do you wish to adhere to that answer, or to convey to this Committee an opinion that the advantages of such a principle as is advocated in this paper would be limited to 20 years?—I did not mean to limit it to 20 years; on the contrary, I believe that if the plan were carried out based on those principles, it would last for a much longer period; in fact, it would be self-working.

997. Is it not your opinion that if upon this principle, or upon any other, a well-regulated self-working system could be devised, there would be no particular limit of years to which the advantages of that system would be confined?—No limit.

998. Lord Clarence Paget has asked you some questions to-day which you expressed an unwillingness to answer, whether or not the promotion of officers to the rank of captain under the age of 40 must not be considered, so far as regarded that promotion, satisfactory to the officers; but I find, in the fifth page of the pamphlet which bears your name, as to the Active Lists, this paragraph: "According to the foregoing calculations, the captains promoted in 1850 and 1851 who did not, on the average, reach their present rank until they were 38 years of age, will not attain flag rank until 1870, when, on an average, they will be 58 years of age, and the youngest, Captain Key, approaching 50." Whatever may be your reluctance to give an opinion as to the promotion of officers to the rank of captain under the age of 40, do

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40, do you think it is satisfactory, with reference to the interests of the country, that officers in the Naval Service should not reach their flag rank until the average age of 58?—Certainly not satisfactory.

999. According to the paragraph which I have just read, I find that in the case of officers who became officers in 1850 and 1851, on the average they obtained their flag rank in 20 years or thereabouts?—Yes.

1000. You stated to the Committee, on a former day, that young officers who have been lately appointed to the rank of captain will not obtain their flags under 30 years?—Nearly 30 years.

1001. Am I to infer from that statement, that whereas officers promoted in 1850 and 1851 would attain flag rank in 20 years, and officers very recently promoted will not attain flag rank under 30 years, notwithstanding the Order in Council in 1860, promotion will hereafter be rather slower than quicker?—It will be slower, in consequence of so many captains being qualified for active flag rank. The Order in Council, August 1860, does nothing to advance the captains quicker to flag rank; it simply removes out of the way somewhat earlier, by compulsory age retirement, those who have not served in the rank of captain, but who would have been removed without that Order in Council by a former Order in Council: therefore, it does not accelerate the promotion of captains to their active flag rank.

1002. *Chairman.*] Has that Order in Council done anything to retard promotion to flag rank?—No, it has left matters as they were.

1003. Sir *John Pakington.*] You have been asked whether that Order in Council has done anything to retard promotion. I apprehend that it has done something to retard promotion in this way, that it will for a time bring up younger men; and when they rise to flag rank the number passing out of the list will be smaller, and therefore the promotion will be slower?—I do not think it advances them; in fact, it does not affect the system of promotion to active flag rank in any way; it does not remove a single captain, qualified for his active flag, from the list.

1004. Am I not right in drawing this inference from the evidence you have given, that after your long study of the question, you do not think the condition of the Navy can be satisfactory unless the principle of retirement by age is applied to flag officers and captains as well as to the junior ranks?—Yes, certainly it should be applied to all.

1005. That opinion, I understand, is founded on calculations with respect to the ages at which officers will reach flag rank, if that principle is not adopted?—Yes.

1006. Will you state to the Committee now, whether you feel perfectly clear and confident with regard to the grounds of the calculations on which you have been expressing these opinions?—Yes.

1007. What has been the basis of those calculations?—The ages of the officers: and I have taken into consideration the number of officers who are qualified now for their active flag, I mean captains on the Active List; and I find that in 1854, out of a considerable number of captains—nearly30—20 have already qualified for their active flag, and six more probably will. There will be, therefore, when the captains of 1854 arrive at the top of the list, 26 captains eligible for promotion to the Active Flag List, and in all probability it will take three years to work off one year's list. Then if I go to the next list of 1855, I find that there are 20 captains who are qualified, or who are on the point of becoming qualified, for their active flag, and two more who probably will. I throw out the very doubtful cases altogether, and it will take nearly three years to work off that year's list. Again, in the year 1856, I find that there are a considerable number of officers (about 15) who, in al lprob ability, will be qualified—seven already are, and eight most likely will be—for their active flag, and it will take more than two years to promote that one year's list.

1008. These calculations are, in reality, based on the probable duration of the lives of the officers?—Yes.

1009. How has the probable duration of the lives of officers been calculated; have you consulted an actuary?—My honourable and gallant friend Sir John Hay made the calculations down to a considerable period.

1010. When acting in connexion with you with reference to this plan?—The calculations were made previously; in 1852.

1011. Is it within your knowledge that these calculations were based on the Northampton Tables?—Yes.

1012. Lord *Clarence Paget.*] Will not the serving the time to which you have alluded, by the captains who have or will have served that time, be greatly dependent upon whether the country is at peace or at war?—In a time of peace, we have a considerable number, and in a time of war we may assume that we should have a great many more.

1013. All these calculations are based upon officers serving their time. In a time of peace there are fewer ships in commission, and therefore fewer officers can serve their time: is not that so?—Yes.

1014. In a time of war more ships are in commission and more officers will naturally serve their time?—I do not think it would make any very great difference, for there are so many captains who have served their time.

1015. Will not the circumstance of the country, whether it be at peace or at war, make a very great difference in your calculations for the future?—But then more vacancies would be likely to occur in a general war than during peace, and you must put one against the other.

1016. Sir *James Elphinstone.*] A general war would of course upset all the calculations in any scheme that could possibly be devised?—Yes; but the wars that we have had of late years, including the Russian war and the two China wars, have not upset them.

1017. But they created that state of things which has produced a deadlock, unless some change is effected?—Yes.

1018. With respect to the junior ranks of the service, is there not a very great want of midshipmen in the service just now?—I should prefer to leave that question to naval officers to answer.

1019. There is a paucity of mates, is there not?—The sub-lieutenants stand at about 127, I believe, including acting-lieutenants.

1020. That is a very great loss, is it not?—Yes.

1021. The officers who compose the Retired and Reserved Lists are principally officers who have

have served in their time as lieutenants and mates?—Yes.

1022. Do they get value for their time as mates?—No.

1023. Their time as mates does not count?—Under the Order in Council of 1860 there was value placed on the mates' time, but the first two years were ignored; and many officers, who had been previously retired, had no value placed on their mates' time whatever.

1024. The conditions of the Retired and Reserved Lists excluded the time of those officers who had served as mates?—Yes.

1025. It was possible, therefore, for an officer to have served his country in a position of material importance for eight or ten years, and still, by the rules of the service, to have no such time, or a very short period, allowed?—Yes.

1026. Are you aware that in the Civil Service, every day that a man serves counts towards promotion and retirement?—I believe it does.

1027. Civil employment in the Navy does not give sea time, does it?—It gives time for retirement.

1028. An officer may serve for a long time at the Admiralty without counting his sea time?—Yes, certainly; but I understood the honourable baronet to refer to the civil branch of the service.

1029. With regard to that class of officers who are called shufflers, is it possible that a man, by any stratagem, can make the Navy a remunerative profession?—No, I should say not.

1030. Consequently, if he has abilities to be a sucessful shuffler, he will probably transfer himself to some more favourable field of action?—Yes.

1031. With respect to the memorial that was got up by the 1,200 officers, they gave their individual opinions, did they not?—Yes, their individual opinions; and many of them wrote to me long before the order or circular was issued which has been referred to.

1032. You are in no sense a naval officer?—No.

1033. You had the interest of the Navy at heart in taking up the position you did?—Yes.

1034. Personally, you are in no degree bound by the Admiralty Order forbidding combinations among officers?—No; nor are officers on half-pay in any way bound by it.

1035. To avoid appearing in any way to induce officers to disobey the order by entering into a combination, you, at considerable expense, addressed those officers individually?—Yes.

1036. And they answered your letters?—Yes; in fact, many of them were in communication with me long before that order appeared.

1037. Some few of them considered that your vocation was rather a dangerous one, and did not answer your letters?—Some few did not. Many of the officers to whom I have written letters are personal friends of my own; some, who are my seniors in age have known me from infancy, and others, who are younger, I knew when boys.

1038. The difference between the Reserved and the Retired Lists is, that the reserved captains had a distinct bargain made with them; a promise was made to them which they consider has not been performed; and the others made a regular bargain, by which they retired from the service altogether: is not that so?—Yes; their commissions were different.

1039. Mr. *Ayrton.*] You will observe that the Order in Council is dated 1st August 1860, and your first circular is dated August 1860: was the first circular issued in consequence of the Order in Council being issued?—It was in reference to the scheme that was introduced by that order; or rather, I should say, it was not so much in reference to that, as to a motion which was brought before the House of Commons for the appointment of a Royal Commission, it was in consequence of that motion being negatived.

1040. Was the first circular issued in consequence of the scheme that was sanctioned on the 1st August 1860, or was it issued before you knew of that, and independent of that?—We knew that there was a scheme coming out, because it had been laid before the House, and that many officers objected to that scheme: they wished to have an inquiry, either by a Royal Commission or by a select Committee, and a motion was brought forward in the House for an inquiry; but it was negatived, and it was in consequence of it being negatived that the first circular was issued.

1041. Had the circular reference to the scheme of August 1860?—Partly.

1042. The first paragraph is, "It is submitted that the scheme for a naval retirement, recommended by the present Board of Admiralty, is one injurious to the interests of the service, unjust to individuals, and but little calculated to remedy present or future evils." That was applicable to the scheme of the 1st August 1860?—Yes.

1043. Then you state further, "It is unacceptable to the profession, because it fails to recognise the justice of increasing the full-pay of the executive officers of the service:" what was the authority for issuing the circular containing that statement?—For some time before it was known that a scheme was coming out, and I must say that, when it appeared, it caused great disappointment.

1044. Upon what precise grounds did you issue the circular stating that it was unacceptable to the profession?—Every officer whom one met with found fault with it more or less.

1045. Had you taken any means to ascertain the opinion of the profession upon the scheme that was approved by the Order in Council of 1860?—Not the fleet abroad, but every officer that one came across.

1046. Had you taken any precise means to ascertain whether dissatisfaction existed?—No; but we knew that there was a general feeling of dissatisfaction existing.

1047. Who represented the "we"?—Naval officers with whom I was in communication personally, friends of my own.

1048. How many naval officers constituted the body with which you were in communication in August 1860?—A very large number. I have an immense number of friends in the Navy, and I had been in correspondence with some of them for years; during 1860, 1859, and 1858 we frequently discussed the subject of the promotion, retirement, and position of naval executive officers.

1049. What was the precise number of officers who constituted the body with which you were acting in August 1860?—I do not wish to avoid answering this question, but I really cannot state the precise number there were so many officers with whom I was previously in communication, and who wrote to me during the months of

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of June and July, asking what was going to be done.

1050. The statement here is, "That the scheme for a naval retirement, recommended by the present Board of Admiralty, is one injurious to the interests of the service." When you circulated that to all the officers in the Navy, what was the precise amount of information upon which you made that very serious statement?—Nearly every officer that I met with was more or less dissatisfied with the scheme.

1051. Did they number as many as 50?—More than 50, certainly.

1052. Of what rank were those officers?—Of various ranks.

1053. You think that they were officers representing different ranks?—Yes; flag officers, captains, commanders, and lieutenants.

1054. Was this a circular, although not in anybody's name, but your name being mentioned, which emanated from them as expressing their opinions?—Yes.

1055. How many officers saw the print of this circular?—In the first place, eight or ten; it was seen by others before it was finally approved.

1056. In a general way, how many officers saw the proof of this circular before it was issued?—From 10 to 20 officers at first, and they showed it to other friends, and then they expressed their opinions to me. I cannot say off-hand, without communicating with them, how many they showed it to, but others saw it, and I had letters from other officers, saying that they had seen it, and then this circular was printed and launched.

1057. I observe that it is said in paragraph 8, "to defray the cost of printing, postage, and other contingent expenses, officers who approve of the foregoing suggestions are invited to contribute a day's pay towards a fund to be raised for this purpose;" how many subscribers had you at that time when you issued the circular?—There was no subscription at first.

1058. How many officers have subscribed to the fund?—I suppose about 1,000 have paid their subscriptions; a great many have promised, but not yet performed. There is sometimes a difficulty in remitting them. The Noble Lord the Secretary of the Admiralty promised a subscription, but has not yet paid it.

1059. That is the fund which has sustained the subsequent issue of the circular?—Yes.

1060. Sir *Francis Baring.*] You have stated that a memorial was sent in, signed by lieutenants serving in the Channel fleet, and you have been asked your opinion as to whether that was consistent with the discipline of the service; do you happen to know that a similar memorial was sent in by certain officers of the Marines. That upon that memorial the Duke of Wellington was consulted by the Admiralty; that he entertained rather strong opinions as to the document, and that the officers of the Marines were very severely reprimanded in consequence?—I have never heard of that fact.

1061. Perhaps you would consider that the Duke of Wellington's opinion, as to the discipline of the service, was worth some consideration?—Yes, to a certain extent I should say that the memorial signed by the lieutenants in the Channel fleet was approved of by every captain in the fleet. I have the original copy with me, if any Member of the Committee would like to see it, with the signatures.

1062. Do you mean that it received the approval of the captains of the fleet?—Every captain.

1063. Did the captains and the lieutenants of the fleet in active service forward a memorial of that kind to the Admiralty?—It was drawn up and signed by the lieutenants, and each captain attached his signature to it; one copy is at the Admiralty, and the other copy I have in my possession.

1064. Sir *John Pakington.*] What was the date of the memorial?—The 20th December 1859. (*Circulars, Nos.* 1, 2, 3, 4, 5, 6, *and* 7 *were handed in,* vide *Appendix.*)

The Right Hon. The Earl of Lauderdale, called in; and Examined.

Earl of *Lauderdale.*

1065. *Chairman.*] I believe you are an Admiral in the Navy?—A rear-admiral.

1066. You have been a long time in the service?—Yes; nearly 48 years.

1067. Is your Lordship aware of any suggestions which have been lately sent to the Admiralty for improving the efficiency of the Navy, in regard to promotion and retirement?—Yes; they were put into my hands lately, and I looked over them several times. There were three or four different suggestions.

1068. The first of those suggestions is, that the compulsory age retirement shall be applied impartially to all ranks, with an earlier optional retirement. Has your Lordship considered the question upon which evidence has been given before this Committee by previous witnesses, as to the value of the compulsory age retirement being applied to all ranks in Her Majesty's Navy?—I have not considered carefully the proposals; but I have for several years been clearly of opinion that, for the efficiency of the service, there ought to be a compulsory retirement by age for all ranks of the service.

1069. By the Order in Council of 1860, the compulsory retirement on account of age is confined to commanders and lieutenants absolutely, but partially to captains, if they have not served in the rank of captains within the last 20 years. I understand your Lordship's previous answer to amount to this; that there ought to be compulsory retirement for captains, independently of the question of service, and compulsory retirement for admirals when they have attained a certain age?—I am clearly of opinion that there ought to be compulsory retirement for all officers of the Navy, admirals not excluded; and this is irrespective of service, whether they have served or not.

1070. Has your Lordship considered at what age admirals should be compelled, on account of age, to retire?—I should think that the age of 70 is the extent to which a man ought to remain on the Active List, always leaving it to the discretion of the Sovereign to retain any officer whom it may be considered advisable to keep for the good of the country.

1071. With a view to the efficiency of the service, would you limit the number of the admirals on the Active Lst?—Of course there must be a limit.

1072. The present number of admirals on the Active

Active List is 99, and it is proposed in these suggestions to limit the number of admirals on the Active List to 60. May ask your Lordship's opinion upon that point?—I should be inclined not to reduce them below 75, to begin with, and, if that was found to work well, I would consider a further reduction afterwards.

1073. In these suggestions, the age mentioned for the compulsory retirement of captains is 60; does your Lordship think that that would be a period of life when it would be reasonable for captains compulsorily to retire?—Many captains are active and efficient at 60; but for the good of the service, and in order to bring forward young men, I think that 60 is a fair age for retirement. I do not at all say that there are not efficient officers at 60; but I think it is necessary that there should be some system, and that the list should clear itself, so as to keep them moving.

1074. You would propose that with a view to the greater efficiency of the service, and in order to advance promotion?—Entirely so. I do not look to the hardship upon an officer, I am not considering that; my answers have all reference to what I think is for the good of the service and the country.

1075. The age for the retirement of commanders and of lieutenants being now fixed by the Order in Council of 1860, I will not ask your Lordship any questions upon that point at present; but it has been stated to this Committee, and I think it is mentioned in the suggestions, that it would be advisable to limit the number of the lieutenants to 700 instead of 1,200; that the number of entries of cadets into the service should be limited in number, and that they should enter into the service as soon as there were vacancies in the upper ranks. With regard to the number of lieutenants, does your Lordship think that a list of 700 lieutenants would be sufficient, considering the services to be required of them, exclusive of the Coastguard; there are 806 on the Active List now?—There are not too many on the Active List now.

1076. For the good of the service, your Lordship thinks that a reduction below that number would not be advisable?—It is a difficult thing; the number sounds large, but if you are to be prepared with a sufficient number of lieutenants to meet the exigencies of a great naval war, then your number would be short if you reduced it below that amount; you cannot make efficient lieutenants in a short time.

1077. In order to meet the exigencies of a possible war, your Lordship thinks it advisable to have a larger number of lieutenants on the list than you would require in a time of peace?—Decidedly.

1078. With reference to the entry of cadets, does your Lordship think that it would be advisable to limit the number of cadets who should be entered into the Navy every year, and to make them dependent upon vacancies occurring in the Navy?—The supply or the entries should be regulated by the demand. The proportion of entries ought, as far as possible, to be regulated by the promotion or the vacancies that may occur in the higher ranks.

1079. Your Lordship stated just now that for the requirements of the service, you thought 800 lieutenants would not be too many; do you include among that number sub-lieutenants as well?—I spoke with reference to the number of lieutenants who are on the Active List now; not sub-lieutenants. In my opinion, there is not too large a number of lieutenants on the Active List now, nor is there too large a number of sub-lieutenants; in fact, there are too few of the latter.

1080. There are now, I believe, 120 sub-lieutenants as well as the 800 lieutenants on the list?—It depends entirely upon whether you legislate for the contingency of a war; but, so long as we are obliged to keep up a large fleet, there is not one too many.

1081. Looking solely to the good of the service, and the efficiency of the service, your Lordship, as I understand, is of opinion that we must look beyond a state of peace, and that you will require a surplus force to provide for the requirements of a possible war?—Decidedly, because efficient naval officers cannot be made in a day; they require to serve their apprenticeship.

1082. Lord *Clarence Paget.*] Do you think that officers who have served long and faithfully would have a fair claim to be put in a better position as to retirement than officers who have not gone to sea, and served at all?—I think that the more an officer has served the better claim he has; if he has served you faithfully all his life, and has done his best, he deserves anything you can do for him; but he should not, if incapacitated from age, or wounds, or permanent ill-health, stand on the list as an active officer, I have frequently seen our Naval List taken up by French officers, and, on turning it over, they have observed that our list is divided into active and retired; they look at the Active List, and they are rather a little astounded when they see the old officers who are upon it, their old officers being upon another list; on a reserved list; on their second division.

1083. *Chairman.*] Does your Lordship think that the flag officers would like to be compulsorily put on a Retired List now on account of age?—No; no officer likes to be put on the shelf; but it is not a question of what we like. I look upon it as a question of what is for the good of the service and of the country.

1084. Do you think that any alteration could be made so as to operate prospectively as to those officers, and at the same time not to operate injuriously either upon them or their feelings?—No; I think that any regulation with regard to retirement for age ought not to hurt anybody's feelings, because none of us can stave off age; we must all come to it, and it is fair for all; I think that if the Government chose to select a distinguished officer, and gave him a pension, or provided for him in any other way, he would deserve it all; this system of retirement on account of age increases the list, but not the Active List.

1085. Sir *Henry Willoughby.*] Have you any decided opinion as to the age at which it would be proper to make retirement compulsory in the Flag List?—I have already said 70.

1086. Do you happen to know what the practice is in the French service?—They go at a still younger age; I think that a French rear-admiral is retired at the age of 62, and a vice-admiral at 65.

1087. The number of admirals on the French Navy List is very few?—Yes, it is few in comparison with ours; but no man is advanced to the rank of vice-admiral on the Active List in the French Navy who has not commanded a squadron at sea for two years as their admiral.

1088. Is it not the fact that all French admirals, or nearly so, are employed?—A large proportion of them are.

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1089. Do you happen to know the number of admirals?—No.

1090. You are not aware, perhaps, that so large a proportion as 20 out of 24 would be employed?—No, but I think it is very probable; that is to say that proportion of them are not employed at sea; but they are employed in the dockyards and along the coast. Very few admirals on the Active List are on half-pay; they are almost always kept in employment.

1091. Mr. *Maguire.*] Would your Lordship be kind enough to say at what age it should be made compulsory on a captain to retire?—Sixty; but I have explained that, when I said 60, it was not that I thought they were not efficient men at that age; but it was to keep the list clear, so as to bring on younger men.

1092. Will you explain the reason why you would give a longer period of service to an admiral than to a captain?—That is rather a difficult question; but with regard to the admirals, if you retired them at 60, you would hardly have (unless you altered the system entirely) any admirals on the list at all; they do not get up to the head of the Captains' List till they are perhaps 55.

1093. Sir *James Elphinstone.*] You have just hauled down your flag in the "Bacchante"?—Yes.

1094. You have been, for the last three years, admiral in the Pacific?—For two years and eight months.

1095. You were previously flag captain in the "Cornwallis;" also flag captain at Portsmouth, and you also commanded the "Excellent," I believe?—No, I was flag captain in the "Wellesley," in the East Indies; I was also flag captain at Plymouth, with Sir William Gage. I was in the "Excellent," and also in the "Victory."

1096. You have had 30 years' sea service?—Nearly.

1097. In the present state of the service, looking at the changes which must take place in the description of our Navy from the introduction of steam, and iron-plated ships, and with reference to the introduction of young men into the service as to age and education, do you think that the present mode of introducing young men into the service is the proper mode?—I think that they ought to be entered into the service at about the same time that they are now; I also think that a good college on shore is the best place for them for the first two years, being sent to sea in summer, in exercising brigs, or vessels, which they ought to work themselves. I think the present regulation is a pretty good one.

1098. At what age would you draft them into sea-going ships?—They ought to be in sea-going ships not later than at the age of 16, but then they ought to have been exercised in the exercising vessels connected with the college, and have passed through the same kind of training as there was in the "Britannia."

1099. So as to become familiar with the management of sails and boats?—Yes; they ought to know all that before they come at 16.

1100. You think they would be efficient officers when they joined the sea-going vessels?—Yes. efficient midshipmen in a few months.

1101. Would you reject a healthy, well-grown and well-conducted young man from the service on account of any little deficiency in the examinations which are now pushed to so great an extent?—You must have a fixed examination for all points of the service, either for navigation, gunnery, steam, or for seamanship; there must be something to go by. It is generally done by numbers, and you must fix the numbers that they must get; but I am against competitive examination.

1102. Suppose an intelligent young gentleman to join a sea-going ship, how long would you keep him as a midshipman before he was considered eligible to be promoted to the rank of sub-lieutenant?—The present regulation, I think, is a very good one.

1103. Under the present regulation, how long does a young gentleman serve before he is eligible to be made a sub-lieutenant?—I cannot speak upon that point without referring to the instructions as there are frequent alterations; but I think the present regulations are good.

1104. Would you think it expedient to relax those regulations in a case where a young officer showed himself perfectly capable to perform the duties of a sub-lieutenant at the age of 18?—It is a difficult thing to relax any fixed rule for examination, so as to prevent a tendency to favour, and various other little points.

1105. But a good many of the duties of an intelligent midshipman can hardly be fixed by any examination?—I do not know of any; but with regard to seamanship, you can get pretty well at what an officer can do, if you examine him faithfully. I do not say that you are to frighten a young man.

1106. At present, there is a very great scarcity of mates or sub-lieutenants in the service, is there not?—Yes. When there are a number of ships commissioned suddenly and unexpectedly, the supply of officers is short; and that must always be the case when you have to pass from a peace establishment to a war establishment, or to provide for an unexpected war; the number of officers, unless you increase the list very much, will be short.

1107. How many mates had you during your commission in the "Bacchante"?—I cannot charge my memory with the numbers, but there were a great many. There were only two mates allowed on the establishment, but there were frequently four or five mates on the books, and sub-lieutenants were latterly.

1108. A sub-lieutenant is mate and lieutenant generally about the age of 20, at present, is he not?—At 19 or 20.

1109. Supposing he is not promoted, how long do you consider a lieutenant will be efficient as a sea-going lieutenant; in other words, how long will his health and bodily powers keep him afloat as an efficient quarter-deck officer?—If he has been two years at sea as a lieutenant, in a sea-going ship, he ought to be an efficient officer.

1110. I meant to ask you, how long do you consider that, physically speaking, he will continue to be an efficient officer?—He would go on till he is 50.

1111. As a lieutenant in a sea-going ship?—Yes; if he is always at sea. It is not the sea that wears a man out, it is the climate; for example, if a man serves much in the West Indies, or tropical climates, or in China, he will, at the age of 40, be used up.

1112. I suppose that if he has not interest to be made a commander, he will serve most of his time in those climates?—It is a well-known fact that seamen are old men at 40.

1113. Consequently, if a lieutenant is kept in harness, taking the service as it comes, in all probability

probability at the age of 40 he will be only fit for retirement?—I think it is very probable.

1114. And by that time the Government of the country will have had at least 20 years' sea service out of him?—Yes; if he has served without intermission.

1115. Then upon what terms would you recommend the Committee to retire that man, taking 40 to be the age at which you consider a sea-going lieutenant would be worn out?—If he is unfit for service. I do not say that you are to retire a lieutenant by compulsory retirement, or any man at 40; but if at 40 he is worn out, and not fit to do his duty properly, then he ought to be retired; and if it is from the effects of climate and service, you ought to reward him.

1116. What would you consider an adequate reward for a man in that rank who was worn out by service?—You must give him a proper retiring pay, and the rank of commander. There are provisions in some of the present plans of retirement which are for that purpose.

1117. Unless it was compulsory, the rank of commander, with the advantages attached to it, would not tempt a man out of the service?—It must be compulsory if he is unfit for service. It is a different thing, when a man is incapacitated for the time being, because you cannot tell whether he may not get better. A man may be totally unfit for service from the effects of climate, and yet he may, after 12 months, if he come home, and lives in a good climate, get round, and become fit for work again. You could not apply the compulsory retirement to him, unless he were incapacitated by wounds, such as would prevent him from ever serving again, then I think he ought to be retired, whatever age he was; for, if a man cannot serve efficiently, he ought not to remain.

1118. I suppose you would not retire a man thus worn out in the service, without an adequate provision for his old age?—Certainly not.

1119. Sir *John Hay*.] The Committee have not yet examined any naval officers of rank, but there are one or two points regarding promotion, to which I think your Lordship can speak with some authority; I allude to the various classes of admirals, vice-admirals, and rear-admirals which compose the Flag List. From your knowledge of the profession, will you be good enough to state to the Committee what has been the usual course of employment for officers of those respective ranks; several questions have been asked as to the original intention of so dividing the lists of flag officers, and perhaps you will state in the first place what you believe to have been the reason for having three different grades of officers of that class?—Large fleets are commanded by admirals, and originally I suppose it was intended that an admiral should command a fleet; that there should be two vice-admirals to command the two divisions, and that there should be two rear-admirals under the vice-admirals again. But it generally has been the custom in peace time that rear-admirals, in some cases vice-admirals, but more generally rear-admirals, the squadron as having been so small, have had the command of the squadron, and the rear-admirals have frequently been given the local or temporary rank of vice-admirals for various reasons.

1120. Is not that system of giving temporary rank in the Navy of very recent introduction?—Yes; it is of recent introduction in the Navy; in the Army it has long been the custom, and I do not see at all, when the Army and the Navy are serving together, why, if it is given to the one, it should not be given to the other. The officers ought to be kept on the same footing.

1121. Was not the advancement of Rear-Admiral Sir Edward Lyons to the temporary rank of Admiral of the Blue the first instance in which that power was exercised?—I am not sure whether it was the first instance, but it was about the commencement of it.

1122. The other instances are that of Rear-Admiral Sir Alexander Milne, who is now in the West Indies, as Acting Vice-Admiral, and Rear-Admiral Sir James Hope, who was lately in China, as Vice-Admiral?—Yes; and I understood that the present Commander in Chief in the East Indies, Admiral Cowper, is another instance, and I am told, also, Admiral Smart.

1123. Has it been usual to give the commands at Portsmouth and Plymouth to officers under the rank of an admiral until very lately?—The appointments at Portsmouth and Plymouth have for some time been given to vice-admirals as commanders in chief. I cannot tell who was the first at Portsmouth.

1124. Vice-Admiral Sir Thomas Cochrane, I believe, was the first to whom you were flag captain?—I cannot speak positively, but I know it was about that time; he was either the first, or the one before him was.

1125. Until that time, it was the usual practice, was it not, to give the commands at the home ports to admirals?—Always; and to a vice-admiral at the Nore.

1126. Have you any idea of the reason which induced the Admiralty to alter the system, and to employ vice-admirals at the home ports?—I do not know of any reason, but I can only suppose that they thought the admirals were too old, and not efficient; I suppose that the inefficiency was caused by the age, because if it was known that a man had all his energies about him at 70 or 80, I do not see why he should be retired at all, but unfortunately we are not quite efficient at that time of life.

1127. I would direct your attention to the Mediterranean command; has it not been usual, in your recollection, to employ there a vice-admiral as commander in chief?—Yes; there were vice-admirals when the fleet was large; I think that there have been, in peace time, two or three vice-admirals.

1128. And, occasionally, a full admiral, as in the case of Sir Robert Stopford?—Yes; but that is the only instance, I think.

1129. And Sir William Parker?—Yes; that was a promotion while they were out.

1130. But it was usually given to vice-admirals?—Yes; they were appointed, I think, to the best of my recollection.

1131. At the present time, it is about to be conferred upon a rear-admiral?—Yes.

1132. And, in consequence of that appointment, it will be necessary to confer the temporary rank of vice-admiral upon that officer?—Yes.

1133. I think you stated just now, that Admiral Lord Lyons was the first officer upon whom that temporary rank was bestowed in the Mediterranean?—Yes; as far as I can recollect.

1134. Can you state to the Committee whether, in addition to rewarding officers of distinguished service, there is not some necessity for employing an officer of considerable rank, comparing his position with that of officers commanding foreign navies?

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navies?—Yes; if you have active vice-admirals on the list, and you want a vice-admiral to command your fleet, it ought to be one of the vice-admirals, and not a rear-admiral with local rank. Local rank is sometimes given in consequence of our officers serving with the French fleet, or in situations where you wish that your officers should be either of higher, or of equal rank.

1135. With a view to maintaining our pre-eminence as a naval power, is it not desirable, where combined fleets are operating together on some allied service, that the English admiral should be by his commission superior in rank to the officer commanding the fleet of the other power?—I think so, particularly if our squadron is equal to, or larger than that of the other power. If you had a much smaller squadron, and you appointed a senior officer to it, your friends would not like it.

1136. It would be desirable, I suppose, in any conjoint naval operations, that the power of England should be superior to the power of any ally, or at all events equal to it?—Decidedly.

1137. Take the case of the allied fleets at Navarino, where Sir Edward Codrington assumed the command of the Russian and the French fleets, in virtue of the priority of his commission?—Yes, that led him to do so; if he had not been the senior, the others would not have served under him.

1138. Again, on the coast of Syria, Sir Robert Stopford assumed a superior command to all the other powers there, operating conjointly in virtue of his superior commission?—Yes.

1139. It was also necessary to give to Lord Lyons, in the Black Sea, a double step of rank, in order to place him on a par with the French vice-admiral, or to make him superior to the French officer?—Yes.

1140. In addition to the reward to be given to an officer, is it not desirable that the English commander in chief should have a commission not inferior to that of those flag officers of the Allied Powers with whom he is likely to be brought into contact?—Yes; it is desirable, but it ought to be arranged beforehand, and not after you meet with your allies; for, to put in then a senior officer over the other might give offence. It is an understood thing when the services are acting together as allies, that the juniors always follow the wishes of the seniors, of whatever nation they might be, French, Russians, or Spaniards.

1141. The French having a great fleet at Toulon and at Algiers, have always a vice-admiral's flag in the Mediterranean?—Yes.

1142. Therefore it follows that it is desirable that the English fleet in the Mediterranean should be commanded by a vice-admiral?—Yes.

1143. It would be a slur upon the whole list of admirals and vice-admirals to select a rear-admiral for that command, and give him temporary rank?—I think it certainly would be better to appoint a vice-admiral.

1144. There can be no object in having admirals and vice-admirals on the Half-Pay List if they cannot be selected from those classes for active service, when officers of that rank are required to command our fleets?—No; if a vice-admiral is wanted, and there is a vice-admiral on the Active List, he certainly ought to be called upon.

1145. If not, there is no advantage in having flag officers on half-pay in the different classes?—The French system is, that no man is made a vice-admiral unless he has commanded a squadron at sea for two years as rear-admiral.

1146. Is it desirable to introduce any such system into our Navy?—It would be rather a difficult system to introduce, but for the efficiency of the service, I cannot but say that with regard to a vice-admiral, it would be desirable that he should have commanded a squadron as a rear-admiral, or if he had commanded a squadron as a commodore, it would do as well; but he ought to have had some experience in the command of a number of vessels.

1147. Sir *Harry Verney.*] For two years?—Yes, at sea.

1148. Sir *John Hay.*] At present, I believe officers are usually on the Rear-Admirals' List for at least six years, and it would therefore follow that a vice-admiral might now be considered an active vice-admiral, and yet without being afloat within six years?—Yes; the number of years that he has been on the list does not add to his experience at all, I am afraid; it is the number of years that he has actually served afloat, or if he is in a dockyard or at a port, and is employed in some way or other, but if he is on half-pay, any experience he may get, must be entirely at his own expense. There are some officers who have the means who are not encumbered with families, who can go afloat and look after naval matters, but all officers cannot do that.

1149. Is it not very desirable that lieutenants of the Navy should qualify themselves as gunnery officers on board the "Excellent," or other training ship?—No officer can pass for a commission now without he goes through an examination on gunnery, which is quite sufficient if he keeps it up, only the gunnery examination is like all other examinations; after it has been passed through, many officers are apt to let themselves get rusty.

1150. Considering that new descriptions of artillery and new descriptions of armaments are so constantly being introduced into the Navy, is it not desirable that those officers, who ought to be employed as intructors, should refresh their memory, and learn what is new as they return from foreign service?—Decidedly. An officer who is entrusted with the charge of gunnery instruction, every time he returns from foreign service, after being out for three or four years, ought to go, having had his proper leave and opportunity for recreation, back to the "Excellent," or to some instruction ship, in order to make himself master of any improvements or changes in drill that have taken place, because the changes are constant.

1151. Lord *Clarence Paget.*] Do you mean by an examination or by practice?—I think that he should go through a course, and that course comprises a species of examination.

1152. That is very much the case now, is it not?—Yes; it is what is done now.

1153. Sir *John Hay.*] Such service being beneficial to the Navy, the officer employed in that way in completing his knowledge ought to be considered as an officer serving for sea time?—Yes; it ought to be no drawback to him on account of going there. If it were found that officers made a convenience of it, that would be the fault of the superintending officer who allowed it, the captain, or whoever it was The instructing lieutenants ought to let no officer that goes either to the College or the "Excellent" to be idle; they ought to do a certain portion of work; and

and if an officer did not do so, he ought to be reported to the Admiralty.

1154. Being so compelled to work, and working faithfully, in order to learn his profession, he would deserve, if anything, some special recognition on account of his application?—Certainly; it ought certainly not to be a drawback.

1155. I understood you to say, in answer to a question from the Chairman, that you approved of the entry of cadets into the Navy, in order to supply the wear and tear of the profession?—Certainly.

1156. Supposing that that were to diminish the number of midshipmen and junior officers, would it not then be desirable that some of the duties which are now performed by that class of officers should be performed by warrant officers and petty officers; for if the subordinate officers are decreased in number, how should their duties be efficiently performed?—The warrant officers cannot well perform the duty, except the gunner; the carpenter's is a different line of business; it has been the custom in the service when ships have been short of officers, for the gunner to perform the duty of a quarter-deck petty officer, and to take charge in some cases of a watch in a small vessel, and in some cases the boatswain. As to the petty officers, they might be brought more forward than they are, and in my opinion the reason why they are not so is their own conduct. Officers are in general inclined to bring forward good, steady, petty officers, but through their own misconduct they prevent you from putting trust in them frequently.

1157. Sir *John Pakington.*] I wish to ask your Lordship whether you have ever seen a plan for promotion and retirement in the Navy, which I prepared when I was First Lord of the Admiralty, and which was afterwards laid before Parliament?—I have seen it, but I do not recollect the particulars of the scheme.

1158. Are you aware that in that plan I proposed that flag officers should be placed compulsorily on the Supernumerary List at 70 years of age?—To the best of my recollection that was your intention.

1159. Are you aware that that intention excited very great dissatisfaction amongst the senior members of the service who would have been directly affected by the arrangement?—I have heard so, and I believe it to have been the case; I did not attend at any of the consultations upon the subject.

1160. Are you aware that in consequence of that dissatisfaction so expressed, I modified the plan?—I have been told so.

1161. Are you aware that the modified plan was in this shape, that the Active List was to be divided into two lists, to be called the first and the second; the first to consist of officers above 70, and the second to consist of 55 admirals, 24 vice-admirals, and 36 rear-admirals; and that the arrangement was to be this, that the officers on the first list, those above 70, were still to be eligible at the pleasure of the Crown for all honours and all employments as they are now; the sole object of the proposed arrangement being that officers who had completed 70 years should no longer impede promotion, and that there should be flag officers in each rank at an age when they were likely to be effective. As a naval officer of long experience, I ask you whether you think that reasonable objection could be taken by the senior flag officers to that modified plan?—I have heard that they did object to it, but I cannot myself think that they had reasonable cause, considering that it is for the good of the service, and for the safety of the country, I may say.

1162. You have been asked whether there is not some inconsistency in the proposal to retire compulsorily captains at 60, and flag officers not until 70; are you not of opinion that the very different nature of the duties to be discharged by flag officers in command, or by captains in the active position of commanding a ship, accounts for that apparent inconsistency?—Yes; it is the nature of the service. If you have admirals according to the French plan entirely by selection, there is no reason why you should have an admiral older than a captain; and, in my opinion, it is more necessary, or quite as necessary, that an admiral should have all his faculties and energies about him as a captain, and more so, because a captain has only his own ship to look after, while an admiral has the whole responsibility of a fleet, and, perhaps, the safety of the country in his hands.

1163. Mr. *C. Berkeley.*] Referring to the question of the temporary rank given to Lord Lyons, are you aware that at the time Lord Lyons succeeded to the command of the Mediterranean Station, he had been for some time second in command there?—Yes; I am perfectly aware of that; he went out second in command under Admiral Dundas, consequently he must have been a rear-admiral.

1164. Do you think that it would have been just to Lord Lyons if the Admiralty had sent out a vice-admiral to relieve Admiral Dundas, instead of leaving Lord Lyons there as commander-in-chief?—The Admiralty were the proper judges as to who was the best officer to command the fleet at that time; I never allow feelings towards individual officers to sway me in my duty, and if the Admiralty thought that Lord Lyons was the proper man, of course they were right in giving him the command.

1165. Referring to the promotion of sub-lieutenants to be lieutenants, do you think that the Admiralty ought to be bound to promote every sub-lieutenant who becomes a senior in sea service?—I think not; but sea service ought to be a very material point in considering the promotion of an officer.

1166. Would it not be found necessary occasionally to pass over some officers?—Some officers may be fortunate enough to be placed in a situation in which they may distinguish themselves, and you cannot help selecting them for promotion, it is a stimulus to others who may have served as long and faithfully, but who have not had the good fortune to be placed in the same situation.

1167. Is it not necessary that the Admiralty should have the power of passing over some officers who, although they may have had long sea service, may not be so efficient as some who are junior to them?—Yes, I think that in so large a service, a fixed rule of promotion by seniority would not work well.

1168. Mr. *Ayrton.*] You have spoken of the necessity of clearing from the service officers of a certain age, in order to make the service efficient. Do you consider that that is necessary in a time of peace?—I am speaking of the Active List; there is an Active List of the British Navy published once a quarter, and I am decidedly of

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opinion that, whether in peace or in war, all upon that Active List should be, in plain language, nothing but efficient officers. If the list is altered, and you take away the word "active," you may throw all the officers into one list, and then leave it to the selection of the Admiralty to pick out the efficient ones; that would be another way of doing it; but if you publish to the world an Active List, no man ought to be upon it who is not really efficient.

1169. As a general rule, do you consider that in a time of peace a captain who is 60 years of age is inefficient?—There is no difference between a time of peace or war. A captain, to manage a ship properly, has just as much to do in peace as in war, and the ship ought to be as efficient and able to go into action in a very few minutes in peace, just as in war. It is impossible to have war captains and peace captains.

1170. Are the Committee to understand that the Admiralty make no distinction in selecting officers for active service in a time of war, and selecting them to command ships in a time of peace; I mean with reference to the abilities of the officers?—I do not know; I will not pretend to say what the views of the Admiralty are, or their reasons, but I suppose that they select the officers whom they think best for the service, and in some cases they attach weight to the claims of the officers.

1171. Practically, do you think that there has not been any difference in the selection of officers in a time of peace and in a time of war to command ships; it might be to fulfil the position of admirals on stations?—The credit of the Admiralty in appointing officers to the command of stations is at stake as to whom they select, and they must look to efficiency in some way.

1172. Do you not think that there is a very different measure of efficiency in the mind of the Admiralty when selecting admirals and captains in a time of war for the command of stations and ships, as compared with the selection of admirals and captains in a time of peace?—There is no doubt that, in a time of war, they would appoint the best man they could get for their own credit's sake, for, if there was a failure, they would be blamed.

1173. Would they not, in a time of peace, be very much disposed to appoint a man with reference to his standing and seniority in the service, if they thought he was efficient?—They might allow that to weigh with them in some measure.

1174. I am desirous of obtaining your opinion as to the course which you think the Admiralty has pursued in that respect?—They would look to a man's being efficient, I should think, whether they appointed him in war or in peace.

1175. Do you think that this is a correct distinction, that in a time of peace the Admiralty appoint a man who is the senior, if he is not inefficient, whereas, in a time of war, they select him because they consider him the most efficient officer they can lay their hands on for the service?—In a time of peace, the Admiralty may attach some weight to the fact of a man being senior, but I do not think that the Admiralty would be inclined, or ought to appoint a man if they thought he was not efficient because he was senior.

1176. You have stated that it is necessary that an officer should fill a certain rank before he should be considered efficient in that rank?—Yes.

1177. Do you mean that if a lieutenant has been employed for a certain number of years, and is made a commander, he would not be efficient as a commander, or that he ought to be employed as a commander for a certain length of time before he should be considered efficient as a commander?—A lieutenant who has served long at sea ought to be an efficient commander almost at once; but no man who has had no practice in any particular line of the service can be so efficient at once as one who has been at it for two or three years. A lieutenant commanding a ship, and being a lieutenant in a ship not in command, are two totally different things. When a lieutenant is made a commander, it takes some time to make him at home with his work; but I do not say that he is inefficient.

1178. You have stated that a lieutenant should be two years at sea in that grade before he would be efficient as a lieutenant?—Yes.

1179. How many years ought he to serve actively at sea before he would be efficient, and fit to be promoted to the rank of commander?—I have said that two years will be quite sufficient for a lieutenant.

1180. I meant to have said to be promoted to the rank of captain?—A commander must serve one year at sea before he can be made a captain; I think the present regulation is good, and I do not see any necessity to alter it.

1181. How long do you think he ought to serve actually at sea, as captain, before he was promoted to a higher grade, and to be efficient in that higher grade?—That higher grade would be that of admiral; and I should say six years as a captain, if he was serving all that time; few captains serve longer; but latterly they have; formerly, with all the captains, the object was to complete their time. If a captain serves six years at sea, I think he will have had enough experience.

1182. If he had served six years at sea as a captain, do you think he would be qualified to become an admiral, and to command a fleet?—To be a rear-admiral, or a commodore.

1183. How long ought he to serve in the rank of rear-admiral commanding a squadron, before he would be fit to command a fleet?—According to the present regulations, he would be considered fit, without having served at all; but I think he would be more likely to be efficient if he served, as the French officers do, two years. If he served as a commodore, with a number of ships under his command, he would gain experience the same as if he was a rear-admiral.

1184. With reference to the real necessities of the public service, how long do you think an officer should serve in each rank to be serviceable to the country, without any reference to his personal interests?—Six years at sea as a captain would qualify him to be an admiral; during the latter part of that time he ought to have commanded a squadron or some ships, or he ought to have commanded them as a rear-admiral before he was made a vice-admiral. One year at sea of actual service as a commander I consider sufficient, and two years actual service at sea as a lieutenant, provided he has gone through all the examinations, and served his time as a junior officer.

1185.—Is it your opinion, that for the efficiency of the Navy in a time of war, there should be a complete establishment of officers kept up in a time of peace, efficient in all the grades of the Navy, or that we should look to efficiency by

by the promotions that would take place in a time of war, to bring out young officers?—In a time of peace, in my opinion, you must keep up a large list of officers, because when you come to commission a number of ships together it will be impossible to get efficient officers to put into them without you put them on the list, and even then there is a difficulty in keeping them efficient, because their being on the list does not make them efficient; they must be employed.

1186. You do not think it desirable to bring forward young officers in a time of war by promoting them from a rank below to a rank above, so as to have them of a younger age than they otherwise would be; you think that there ought to be kept up in peace a full establishment?—As far as it is possible; you cannot have efficiency without training and practice, and no man requires so much constant practice as a seaman or a sea officer.

1187. Do you think it desirable to have a large body of unemployed officers, or a small body of officers, kept nearly constantly afloat?—You must make a compromise between the two; if you had a small body of officers always afloat, the moment you were called upon to commission a number of ships you would have no officers to put into them, and if you had a very large list then half the officers would never be employed, so that the difficulty is to hit the medium.

1188. Can you give the Committee any idea of the per-centage of years that, for the reasonable convenience of an officer, he ought to be allowed to be ashore, as compared with the number of years he was afloat?—To be efficient you must keep him always afloat, except when he comes home from a foreign station, then you must let him have a few months' run. I have already stated that our profession is one, and there is no denying it, in which an officer who is always employed, if he has the same abilities as another who is not, will be by far the better officer; there can be no question, in such a case, as to which will be the most efficient.

1189. What proportion of time would you allow to an officer, supposing he was kept afloat; one year in four, or one year in five, or what interval of leave?—From the way in which our list is constituted there are so many officers upon it, you are obliged to give an officer three years, and another man his turn; but for the efficiency of the officer it would be much better if he did not have three years on shore; one year would be quite enough on half-pay.

1190. You think that one year in three would be a fair allowance of time, in the way of leave, to an officer who was in active service?—One year in three would be more than would do him good. I should say one year in five. I am giving my opinion, having reference to the efficiency of the service.

1191. Do you think that one year in five would be applicable to all grades in the service, and a fair proportion of leave to grant?—Yes, I think it would for an officer to remain on half-pay.

1192. Sir *Francis Baring.*] When you speak of the efficiency of the officers, you are speaking of individuals, but not of the whole service, I presume?—Yes.

1193. Is it not necessary to have more officers upon the list than will enable you to employ them for five years out of six?—When I talk of the efficiency of the officers, I mean the efficiency of the individual officers, as well as the efficiency of the whole service.

1194. But if you were to employ an officer five years out of six, and arranged your list accordingly, would you have a sufficient number of officers, when war broke out, to command your ships?—No; and that is where I say is the difficulty; to arrange the numbers so as to keep the officers sufficiently employed, and still have a number that would meet the exigencies of an expected war.

1195. Speaking of the Flag List, although the Active List may contain numbers of officers who, from age and infirmity, might not be able to go afloat, yet would there be any difficulty in finding upon that list flag officers who would be capable of performing the duties which are now required from that list?—There are plenty of efficient officers on the Flag List.

1196. Is the Captains' List in the same state?—Yes; there are plenty of efficient officers.

1197. You have stated that your notion of the Active List is, that no officer ought to be upon it who is not active and ready to go to sea?—Certainly; and not only ready to go to sea, but fit to do his duty properly in any situation in which he may be placed, whether lieutenant, commander, captain or admiral.

1198. Looking at the list of admirals of different ranks under the age of 70, do you contemplate, without the power of removing at the discretion of the Board, that it would furnish you with what you believe would be an Active List?—No; I do not say that it would meet that entirely, but it would, to a certain extent, keep the list clear, inasmuch as there would be a certain movement always taking place; it ought not to hurt anybody's feelings, as it is fair for us all; if you do not do something of that sort, your list, every now and then, gets clogged up at the head, and you are then obliged to make compulsory retirements, which, do what you will, disgusts many old officers; the plan of retiring at a fixed age, applies to us all, and, therefore, I do not see why we should reasonably complain of it.

1199. Practically, it has been represented to the Committee, or rather, we were led to suppose from the evidence given, that the opinion of the service, at the present time, is in favour of retirement at a certain age; do you think that that is confined to the younger officers, or is that the opinion of the older officers who suffer?—I do not know, but I believe that a great many of the older officers are against it; this is not an opinion that I have taken up now, but I have been of the same opinion for the last 20 years; I think that I wrote to the First Lord many years ago to the same effect; I strongly recommended it.

1200. Holding the rank that you do, what do you think the opinions of the old officers are likely to be?—No doubt many of them would be against it.

1201. Do you think that you could form any list that would be adequate both for a time of peace and of war, or, in other words, would not the breaking out of a war upset any list that might be formed?—It is very difficult to arrange a list to meet the contingencies of a war; but it is not so difficult as it was a few years ago, because the Navy has been largely increased; but before the Russian War it had got down much below what it ought to have been.

1202. The number of flag officers has not been

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changed, has it?—There are quite admirals enough.

1203. You have spoken of the French system of selection; what is your opinion of selection?—I think that you must have selection in a large service like ours to a certain extent; but it requires to be very carefully dealt with.

1204. Would you apply that system of selection to the higher ranks in the promotions of captains to the rank of admiral?—It would be a difficult thing to carry it out, and I do not see the necessity for it; you could pick out whom you liked on the list, if you only left men on that Active List who had served what is considered the time that I have explained.

1205. You would not change the present arrangement as to serving for the flag;—No, I do not think I would.

1206. It has been stated that there is great discontent in the navy at the present time; looking back to the service, do you think that there is now a particular amount of discontent in the navy among the officers?—No, I do not think there is more discontent; there always is, and always will be, grumbling among those who are not so fortunate in getting on as others are; of course there is a little interest now and then; there is no denying that; I do not think that you would be able to satisfy all officers; it would be impossible.

1207. You have been in command of a station lately?—Yes.

1208. Have you been present while the evidence has been given before this Committee?—No.

1209. It has been stated to the Committee that the lieutenants of the fleet in active service presented a memorial complaining of their condition, and that that memorial was endorsed by the captains, and forwarded, through the Commander in Chief, to the Admiralty; do you consider that that was a step which was consistent with a due regard to the discipline of the fleet?—If it was forwarded through the Commander in Chief, he was so far responsible; if it was wrong, he ought to have stopped it.

1210. If you had been in command of the fleet, should you have thought it was a proper step to take?—It is impossible for me to give an answer to that question without I knew the whole of the circumstances of the case.

1211. Sir *Harry Verney.*] You stated that you had occasionally looked over our Navy List with French officers?—Yes.

1212. You have been stationed, I believe, with French ships?—Yes; I was serving with a French squadron last year.

1213. Are the officers in the French ships generally younger than the officers in our ships?—The superior officers, the admirals, and some of the captains are younger.

1214. Can you inform the Committee what is the difference in the systems of the two services?—The admirals are promoted by selection; I cannot positively explain to you the rules of the French service as to promotion.

1215. You do not know at what age in the French service officers are made lieutenants?—No, I cannot exactly tell you, but it is all clearly pointed out in the French Navy List; their lieutenants are, I believe, promoted by seniority; youngsters do not come to sea so soon; they are kept longer, I believe, in the training ship or college; you never see a young boy in their service, or very seldom.

1216. Is it your Lordship's opinion that no capitaine de vaisseau should be made a rear-admiral until he has served as a commodore, and commanded a squadron as commodore?—I do not think that necessary. I have stated before that I think it desirable, before a man is made a vice-admiral, that he should have either commanded a squadron of ships as a commodore or as a rear-admiral.

1217. Is it not the case that an officer may be a perfectly good captain of a ship, and yet not have the talent to command a squadron?—If he is efficient in every way as a captain of a ship, I do not see why he should not be fit to command a squadron; he will improve his experience in commanding a squadron.

1218. In order to command a squadron, is it not necessary to have the power of combination; and is it not a different talent altogether than that which is required in a captain commanding a single ship?—Yes; but a man who has served six years as a captain has most likely served in a squadron, where he has had to keep his ship at its station, and he knows what the duty of an admiral is.

1219. Is it your opinion that officers should not be promoted to certain ranks, unless they have passed an examination in steam?—All officers ought to undergo a certain examination in steam, the same as they do now.

1220. Should you say that a captain of a ship ought to be examined in steam?—After having gone through the original process?

1221. I do not think you could well introduce such a system as that; if he has never been examined in steam, or has not produced any certificate that he has been, then I think you might call upon him to be examined.

1222. Is it your Lordship's opinion that a captain should be able to command his ship, under all circumstances, without the assistance of a master?—Decidedly.

1223. And that he should be perfectly able to navigate his ship, and be responsible for her, as if he had no master on board?—Decidedly; and so ought an admiral to command and navigate a fleet. When I say that a captain ought to navigate his own ship, I do not say that he ought not to have the assistance of a master; but he ought to be able and ought to be responsible.

1224. Have you ever turned your attention to the position of the chaplains on board ship?—Yes.

1225. I believe that in the French Navy the chaplain on board a ship always lives with his superior officer?—He lives with the admiral in a flag ship.

1226. In a fleet he lives with the admiral, and if he is with a captain, he lives in the captain's cabin?—Yes.

1227. Do you think that that is a system which it would be desirable to introduce into our service?—I do not see the necessity for it, for the chaplain is always properly treated and respected, if he is not so, it is his own fault. I think it is as well that he should be amongst the officers.

1228. Do you think that the chaplains are as efficient under the present system in our service as if they lived with the admiral, or with the senior officer?—I think so. I think they may do more good by living with the body of the superior

superior officers than if they were separate, with the captain or admiral; for by their example, if there was any impropriety of conduct or language, their presence would tend to check it at once.

1229. You would not wish to see that system changed?—No.

1230. At present I believe that the chaplains are a separate body of the Church, and are not, like other clergymen, under a bishop?—I believe so.

1231. Would it be a desirable thing, do you think, that there should be a chaplain-general for the Navy?—There must not be a separate head; if they are to have a bishop, he must be under the Admiralty. There must be only one head.

1232. You do not think it would be desirable to have a chaplain-general in the Navy as they have in the Army?—I never entered into the question as to how the present system of the chaplains in the Navy works, but I have heard no complaints. I think it is a great thing to have the instructor and chaplain in one, because you get better men through better pay.

1233. Would it be a good thing to change the present system, into one in which a clergyman might be sent from a parish in England for a certain period to sea, and then to return?—I do not think it would work so well; it is a particular line of itself.

1234. At present, I believe, chaplains receive pensions?—Yes, after a certain service.

1235. I suppose that, under the system you have referred to, a young man being brought from a parish in England would, instead of a pension, receive, I suppose, higher pay for a certain period?—If he was brought from a parish and put into the service at once, he would have an examination to undergo to qualify for instructor, and certain studies are necessary; it is not all of them that, I believe, who would be eligible.

1236. Lord *Clarence Paget.*] Seeing the difficulty of employing captains and commanders in peace time, owing to the reduced squadrons, and admitting the necessity of keeping the lists, in a state of preparation for war, at a high number, do you think that the French system, or anything like it, might be introduced into our service—that of employing officers on what the French call a commission de port, or a commission de râde; that is to say, in a harbour to do certain duties, as to court-martials, and surveys, in charge of ships or steam reserve, and a variety of port duties; and that in order to retain officers, and to secure their affections, some means should be found, if possible, of employing them in that way in our ports?—Decidedly; you ought to do as much as possible in the way of employing officers, instead of keeping them on half-pay: any employment in dockyards, or connected with shipping, or the entry of seamen at the seaports, would be better than doing nothing—agents of transports, or employed in the packets.

1237. You commanded, I believe, for several years, the gunnery ship at Portsmouth, and therefore no one in the Navy could be more qualified to give an opinion as to port duties than your Lordship; and I would ask you whether, without any very great cost to the country, there might not be a large employment of officers in our ports?—I think so; and I think it would be a saving to the country. I think that a half-pay officer, with his half-pay, would do the work cheaper than taking a civilian, to whom you must give a retiring pension.

1238. Let us suppose, for example, that every ship in the First-class Steam Reserve had a captain and one or two officers belonging to her: could you employ such officers at a somewhat reduced scale of allowances than the same officers would have if they were actually at sea, upon the understanding that they would not have to keep a table, and that they might, as long as they looked after their business, live on shore with their wives and families?—I think you might. I cannot now enter into any plan, but something of that kind might be done. You would find many half-pay officers who would be glad of any sort of employment in the line of their service rather than be idle.

1239. Then, in peace time, do you think it would be advantageous to the service, and that officers would like to accept smaller commands than they would have in war; for example, that in order to employ more captains, a captain should have the command of a corvette, which is now commanded by a commander, and that, instead of lieutenants being in command, commanders should have the command of smaller vessels than they would naturally command in a time of war?—I think that captains would be glad to take the vessels which commanders now command, because nearly all the vessels which are now commanded by commanders are of a tonnage, many of them, more than the old three-deckers.

1240. Sir *John Hay.*] With reference to the plans which have been suggested for changing the names of the various ranks of naval officers, especially the rank of lieutenant, it has been stated, that while in the Crimea and in China, naval officers were constantly serving with the Army, and mistakes arose in consequence of the fact of the rank of lieutenant in the Navy corresponding with the rank of captain in the Army: do you think that there would be any advantage in changing the titles of the naval ranks in order to meet that difficulty?—I do not know what you are to call the lieutenants. There is no doubt that when you are serving with the Army, a captain in the Army must naturally be supposed to be the senior officer; the only difficulty is what you are to call the lieutenants.

1241. The proposal is, to call the captains in the Navy commodores, and to transfer the title of captain to the lieutenants of the Navy, leaving the commanders as they are: should you approve of that change?—It requires some consideration; all I am clear about is, that there is sometimes an inconvenience, when you are serving with the Army, between the rank of captain in the Army and lieutenant in the Navy; I have seen the inconvenience and difficulties connected with it.

1242. *Chairman.*] Is it an inconvenience of such a nature that you think some alteration is requisite or not?—It is only a question as to what you are to call them. As to changing the old-established "captain" into a "commodore," that requires a little consideration; I think it is desirable if you could do it.

Veneris, 1° *die Maii* 1863.

MEMBERS PRESENT.

Mr. Ayrton.
Sir Francis Baring.
Mr. C. Berkeley.
Mr. Dodson.
Sir James Elphinstone.
Mr. Finlay.
Sir John Hay.
Mr. Maguire.
Sir William Miles.
Lord Clarence Paget.
Sir John Pakington.
Mr. Scourfield.
Sir Harry Verney.
Mr. Walpole.
Sir Henry Willoughby.

THE RIGHT HON. SPENCER H. WALPOLE, IN THE CHAIR.

Rear Admiral Sir GEORGE RODNEY MUNDY, K.C.B., Examined.

Rear Admiral Sir *G. R. Mundy*, K.C.B.

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1243. *Chairman.*] YOU are a rear admiral, I believe, in Her Majesty's Navy?—Yes.

1244. How long have you been in the service?—I have been 43 years in the service.

1245. How long were you a midshipman before you obtained your lieutenant's commission?—I was seven years a midshipman. I had the good fortune to get a medal at the Royal Naval College, where I was educated, and that advanced my promotion early from mate.

1246. At what age did you enter the service?—I entered the Royal Naval College at twelve years and a half.

1247. How long did you serve as a lieutenant before you were made a commander?—I served as a lieutenant about two years and nine months.

1248. How long did you serve as a commander?—As a commander I served nearly four years at sea out of eight and a half years on the Commanders' List.

1249. And as captain did you serve between 19 and 20 years?—I was 20 years on the Captains' List, and served in that rank near nine years at sea.

1250. You have recently come home from the Mediterranean, have you not?—Yes, I came home in the winter of 1861.

1251. Were you long in the Mediterranean?—Two years and nine months.

1252. You were second in command during that time, I believe?—Practically, I was second in command, but I was called the third officer in command of Her Majesty's ships.

1253. Will you have the goodness to explain what you precisely mean by being third officer in command of Her Majesty's ships?—The Rear Admiral Superintendent of Malta dockyard was my senior officer on the Rear Admiral's List.

1254. As to the command of the fleet, you were second in command?—Practically; but if the Commander in Chief had died, or had gone home invalided, the Rear Admiral Superintendent would have taken the command of the fleet.

1255. He being senior to you?—Yes.

1256. Have you been made acquainted with any suggestions which have recently been sent in to the Admiralty on the part of the officers in the navy?—I am aware of them.

1257. The object of those suggestions was to procure a steadier and more rapid promotion, with a view to the greater efficiency of the service, and to give greater satisfaction to the officers in the navy?—Yes.

1258. According to one of those suggestions, with regard to the entry of cadets in the navy, it is proposed that the entry of cadets should be regulated in number according to the number of vacancies which occur in the ranks of the different officers immediately above them; have you any opinion to express as to limiting the number of cadets to such vacancies, in whatever way they may occur?—I have an opinion.

1259. Do you think it is advisable to limit the number of the entries in the way I have described?—I think that at the present moment, or for the next year or two, it might perhaps not be practicable; but it certainly must eventually be done.

1260. Will you explain to the Committee why you think that at the present moment it would not be practicable?—Because the number of sub-lieutenants required to flow upwards through the ranks of lieutenant and commander is not yet fixed.

1261. Then, in your opinion, the number of the entries of cadets, if limited, ought to be made to depend upon a limitation being put to the number of the other officers in the superior ranks in the navy?—Certainly.

1262. Have you any opinion to offer as to the number of years of service which the different officers in the navy ought to pass through, before they should become entitled to promotion in each of the different grades; take, for instance, the case of a lieutenant; the present number of years service which a lieutenant must pass through before he can become a commander is two years, is it not?—Yes.

1263. One of the suggestions which is contained in that Paper, which I believe is now before you, is "That a longer minimum period of sea service be required in the ranks below that of captain, to qualify an officer for promotion to a higher

higher active list." Does your opinion coincide with that?—To a certain extent, it does.

1264. What period of service do you think it advisable for the efficiency of the navy should be required on the part of all lieutenants?—Two years of active service afloat.

1265. That is the period they now pass through, is it not?—Yes; I should not alter that period.

1266. With regard to the commanders, what period of service would you require of them before they were entitled to their promotion?—One year, as at present.

1267. That, you think, would be sufficient?—Quite.

1268. I believe the period of service which the captains have now to pass through before they are entitled to their promotion is regulated according to whether that service is in peace or in war; if in peace, six years' service is required; if in war, four years; if partly made up of peace and war service, five; is not that so?—Yes.

1269. Do you think that any alteration should be made by an extension of that period of service before a captain should become entitled to his flag?—No; I would leave that just as it is.

1270. In all those ranks, your opinion is, that the present requirement is quite sufficient for the efficiency of the service?—For lieutenants, commanders, and captains, I should say yes.

1271. Promotion to all the lower ranks in the navy are made, I believe, by selection?—Yes.

1272. Promotion to the higher ranks is by seniority?—From the captain's rank promotion goes by seniority to that of admiral.

1273. From captain to flag rank depends upon seniority?—Yes.

1274. I believe that a great alteration was made in the principle of promotion by the last Order in Council, namely, the Order in Council which was dated in August 1860?—Yes.

1275. At that time was not the principle of compulsory retirement on account of age first introduced into the Regulations of the Navy?—Certainly.

1276. In 1851 there was a new regulation made as to retirement which might induce retirement on account of age, but which was not compulsory?—Yes.

1277. In 1860 the principle of compulsory retirement was first introduced?—Yes.

1278. The Committee see by the Regulations that that principle of compulsory retirement is absolute and unqualified as regards lieutenants and commanders; that it is partially applied as regards captains, and that it is not applied at all as regards admirals; do you or not think that the principle of compulsory retirement ought to be extended to captains and to admirals on account of age?—Decidedly.

1279. To both of those ranks?—Certainly, under certain circumstances.

1280. Will you explain to the Committee under what circumstances you think that that principle of retirement on account of age should be applied to captains?—I think no public measure which has been promulgated from the Board of Admiralty relating to the executive branch of officers, has given so little satisfaction as the Order in Council of August 1860, relative to the captains, because, by the previous Order in Council of 1851, captains were then only placed upon the list of retirement either on account of their being applicants for the same, or because they had expressed themselves willing, under stated advantages, pecuniary or otherwise, which had been offered them by their lordships, to accept such retirement. Those captains who had accepted the boon offered by the Admiralty, with the terms and advantages attendant thereon, should have had them maintained. Such has not been the case, and I think it is, therefore, a grievance to them.

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1281. Then the Order in Council of 1860, has, in your opinion, operated disadvantageously, because it has operated retrospectively on certain captains who had their captain's rank in the navy?—On those captains who, having received the Admiralty Circular offering them a choice of certain advantages, had elected to remain on the Active List, on the understanding that they would receive the corresponding advantages attached to their choice. These advantages were subsequently taken away in an arbitrary manner, or in a manner at all events not right, and this, in my opinion, was hard treatment.

1282. Will you explain more specifically what those advantages were, and in what way they were taken away by the Order in Council of 1860?—By the Order in Council of 1851, the captains were offered 18*s.* a day who were then on the Active List at 55 years of age if they chose to accept it, or if not, they were to continue on the list until they reached the rank of rear-admiral.

1283. The 18 *s.* that they were to receive was conditional on their retirement?—Certainly.

1284. How did the Order in Council of 1860 operate disadvantageously on those captains who had retired upon the 18 *s.* a day?—I do not object to that, not the least; on the contrary, it did not operate at all against them.

1285. How did it operate disadvantageously upon those captains who had not retired upon the 18 *s.* a day?—Because they were led to expect, by the Admiralty Circular,—and they did expect—that if they continued on the Active List, having been offered the 18 *s.* which they refused to accept, they would, at a certain future period, receive 25 *s.* per diem as the ultimate half-pay due to them, whereas by the Order in Council of 1860, they were told that they would only receive 20 *s.*; and they were thus exposed to the double loss of several years' retired pay—namely, the 5 *s.* 6 *d.* per diem additional, and the 5 *s.* a day of rear-admirals' half-pay over the 20 *s.* forced upon them.

1286. Supposing you were to introduce the principle of compulsory retirement for age, as applicable to the list of captains, would you not introduce an alteration that would operate disadvantageously upon many captains who are now looking for their promotion on the Active List?—No, I would not; because it is not a question of putting them off the list, but a question of taking away from them the pay when they are put off after reaching a certain fixed age.

1287. But the expectation of rising to a higher list is one of the expectations, and one of the advantages which the officers in the navy naturally look forward to, is it not?—The first of all advantages, certainly, and the greatest.

1288. Do you not think that, supposing such an alteration as that was made applicable to captains, dissatisfaction might not hereafter arise when

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when captains above the age of 60, in full possession of all their faculties, would think and feel that they were deprived of the opportunity of rising to the Active List of admirals?—I calculate, with tolerable certainty, that if the scheme which has been placed before the House of Commons, and before the naval officers, is carried out at all in the way in which it is proposed, though I do not agree with it entirely, it is impossible that a captain can be 60 before he arrives at the top of the list; if he is there he is certainly too old to go forward to the Active Flag List.

1289. In your opinion, if the scheme was taken as a whole, no disappointment could arise to the captains on account of their retirement from age, inasmuch as you think that according to that scheme, they would all of them have an opportunity, before they were 60, of obtaining their flag?—The great majority certainly; and we can only legislate for the majority.

1290. Looking at the plan before you, with reference to the retirement of admirals compulsorily upon their attaining a certain age, what do you think would be the opinion of the profession of such a regulation?—I think the opinion generally of the profession would be favourable; of course we flag officers, as it affects ourselves, do not wish to see it carried out, except that we think it would be for the benefit of the country and the service.

1291. Putting it in that point of view, do you or do you not think, personally, that it would be for the benefit of the service that such a system of compulsory retirement should be introduced?—I think, decidedly, that as the lieutenants, commanders, and captains, without their own free-will, at a certain fixed age are compelled to retire, it is most just that we flag officers also at a certain fixed age should also retire, and that it would be most beneficial to the service.

1292. You have probably had some means of judging of the general opinion of the profession upon that point: do you think that the general opinion of the profession would coincide with that which you have expressed?—I think certainly the junior officers of the profession would so coincide.

1293. Supposing that system was now applied, in your opinion would the promotion of the officers in the Navy from rank to rank continue in a steadier flow than it has done under previous regulations?—Under any circumstances it would certainly flow more steadily; but it is absolutely necessary that a suitable number of flag officers should be kept on the list, in order to allow of the removals at a certain age going steadily forward; otherwise there must be a block.

1294. According to Sir John Pakington's proposition, the suitable number of officers that he would have retained on the Active List was 75; according to the proposition which has been sent in to the Admiralty recently, that number would be 60: have you any opinion as to which of those numbers would be the best number to fix upon, or whether any other number would be better to fix upon as the number which should be on the Active List of admirals?—I have a decided opinion on the subject.

1295. What is that opinion?—That 60 would be too low, notwithstanding it has an advantage in one point of view over Sir John Pakington's number; the retirement of Sir John Hay being at 70 for admirals and vice-admirals, and 65 for rear-admirals, whereas in Sir John Pakington's plan it is 70 throughout all the three denominations.

1296. You would apply the same age to all the denominations of admirals?—Certainly; but I prefer, indeed I feel convinced, that unless the number of admirals kept on the list should be at the minimum 75 for the present, besides the Admirals of the Fleet and the 10 Service Pension Admirals from which vacancies are taken, there would be a liability to a block, which would in some years check promotion.

1297. Do you think that, in all probability, you would avoid that block by taking the number of 75?—Certainly, with the Service Pension Flag List, as I have previously stated, and the three Admirals of the Fleet, making a total of 88, from which both death and age vacancies would count.

1298. This Committee being appointed to consider the two subjects of the promotion and retirement of officers in the Navy, have you any suggestions to offer upon that, other than those that you have given in answer to the questions I have taken the liberty to put to you, by means of which you think the system of promotion or retirement could be improved?—As I think it essentially necessary, for the general benefit of the service, that there should be continually a steady flow of young officers throughout all the ranks of the service, I am of opinion that the selection of those officers should still remain, as at present, in the hands of the First Lord of the Admiralty, assisted of course by the advice of the naval members of the Board: it would be ruin to the service if the officers in each rank were just too old.

1299. Sir *William Miles.*] I wish to call your attention to the lower grades of the service: can you inform the Committee what number of midshipmen or sub-lieutenants are on board of a first-class man-of-war?—I can.

1300. Be kind enough to state the number?—In a first-class man-of-war, which would have a number in crew of above 1,000 to 1,200, there are 10 sub-lieutenants or midshipmen, and eight naval cadets.

1301. I suppose in other classes of vessels there is a similar proportion of sub-lieutenants and midshipmen?—Yes, upon a sliding scale, according to the rate of the ship.

1302. Do you conceive, taking the whole of them, that there are too many or too few to do the duties of the ships?—At present we do pretty well; when I was in the Baltic we had not one sub-lieutenant or rather mate on board the ship of the Line which I commanded.

1303. In Sir John Hay's recommendations it is stated, and it was the plan likewise recommended by the Committee that sat on Navy Estimates in 1848, that warrant officers should perform some of the duties of the midshipmen, by which means that class of officers might be reduced. What is your opinion relative to that?—There can be but one opinion, that it is out of the question as a permanent measure.

1304. Why so?—Because the warrant officers are, with the exception of the gunner, perfectly unfit to do quarter-deck duty. One could not put a carpenter there, who would know nothing about the duty of the quarter-deck, and the boatswain is not a proper man to govern the others; the gunner certainly, in a great emergency, is quite capable

capable of assisting, and did assist in most ships at the commencement of the Russian War.

1305. You do not agree at all in that recommendation?—Not when the proper officers can be found, and only on a great emergency. In extreme cases, both warrant and petty officers are taken, but they are not adapted for mates of decks, service in boats, or officers of watches.

1306. Is there any difficulty now in getting officers for the lower grades of the profession?—No difficulty whatever.

1307. At what age do you think midshipmen should go on board ship?—I think that the scheme or system of education for naval cadets as introduced in the year 1857 on board the "Illustrious," and now carried on in the "Britannia," was sound in principle, and has been effective in its results. The regulation for the entries of the cadets is between the ages of 12 and 14, and I think that the latter age 14 is sufficiently old as the maximum for a young gentleman to be allowed to enter a training-ship, because he is obliged to remain one year in that ship, by which time he becomes 15 years old; at 19 he is eligible to be promoted to be a sub-lieutenant, and four years' actual service in a seagoing ship is not more than is necessary for him to get his sea-legs, and be made acquainted with the duties that he will have to perform as a sub-lieutenant

1308. Do you agree with the Earl of Lauderdale, that if the entry took place at 16, and, instead of one year, two years were required to be served on board a training-ship, a young man would be better qualified?—I should prefer it at 14; there is nothing like getting your sea-legs as soon as you can; at 15 a boy is quite old enough to go into a sea-going ship. I think the system of education on board the "Britannia" is good; it was introduced by Sir Charles Wood and vice-admiral Sir Maurice Berkeley, and has been highly beneficial to the rising generation of young officers.

1309. After your Sub-lieutenants' List is filled up to 300, which I understand to be what the superior naval officers generally think is the necessary complement of sub-lieutenants, do you think you may then establish a fixed number of entries in each year for cadets?—Yes, but I cannot say 300 would be sufficient as the number of sub-lieutenants.

1310. What should you put that number at, supposing the list of sub-lieutenants to be well filled up?—It must depend upon the number of the lieutenants upon the Active List; I think that we ought to have a list of 900 lieutenants as a maximum.

1311. When the sub-lieutenants are filled up, suppose you had 900 then, have you calculated what number of cadets in each year would be a sufficient supply for the Navy?—About 100 *bonâ fide*, or 150, allowing for all casualties and withdrawals, but the entries must be greater till the number is complete.

1312. Sir *Henry Willoughby.*] I understood you to say, that you were of opinion that the promotion of all grades ought to be by selection, and by the First Lord of the Admiralty, assisted by the Board?—Yes, as far as the Captains' List.

1313. Do you object to Board promotions?—No, certainly not. I think it is essential for the maintenance of a proper *esprit de corps* throughout the service, and for a wholesome encouragement and a legitimate stimulus to every class of officer, more especially in the lower ranks, that the naval members of the Board of Admiralty should have the power at any time, if they thought proper, to reward officers who had taken advantage of the opportunities which presented to distinguish themselves, either before the enemy or in undertaking moral responsibility in any great crisis which might occur. I am quite in favour of retaining that power. I consider it also desirable that the "Haul-down" Promotions and Death Vacancies should be continued to Commanders-in-Chief. The system works well, and is favourably looked upon by all classes of officers.

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1314. How would you distinguish between the promotions by the First Lord of the Admiralty and by the Board of Admiralty?—That is a difficult question to answer; but I think it was proposed somewhere that the Board promotions should be done away with altogether. I mean that there was to be no possible promotion by the Admiralty, unless there was a specific vacancy. I think that for distinguished services a limited number of officers should be promoted, even if there were no vacancies at the moment; that is what I wish to say.

1315. Are the Committee to understand that you would put the general promotion in the hands of the First Lord of the Admiralty, leaving certain defined classes to be dealt with by the Board for distinguished services?—That is what I mean.

1316. And that would be done as the occasion arose?—Yes.

1317. Do you think that that matter could not be dealt with by assigning promotion to a particular number?—No; it is very seldom that the officers in the service have these opportunities of distinguishing themselves, that is, the younger officers; and, as I have said before, it would be ruin to the *esprit de corps* if Board Promotions, Haul-down Promotions, and Death Vacancies were done away with.

1318. Do you not think it would be advantageous that the responsibility of nomination should rest with one high officer of State?—I do, with the ordinary promotions to fill up the vacancies which occur.

1319. Has not promotion by Boards a tendency rather to weaken that responsibility?—No, not under the circumstances I have just mentioned; because it very rarely occurs that there is an opportunity for Board promotions, and when they take place they are very wholesome exceptions to the general rule.

1320. Would you not distinctly limit the Board promotions to cases of distinguished service?—Yes.

1321. You have served many years afloat?—I have served, out of the 43 years that I have been in the service, portions of 32 years at sea—about 26 actual years afloat.

1322. Has not that service afforded you great opportunities of ascertaining what is the opinion of naval officers who have been in active service on the subjects which are now being investigated by the Committee?—It has, certainly; because I consider that in the present day, when such gigantic changes are taking place year by year, unless an officer has served continuously, he cannot by any possibility make himself acquainted with all the changes to which I allude; and therefore, by way of illustration, any officer who may

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may have served, say, 30 years, from the year 1820 to the year 1850, every year constantly, is not so likely to be competent, nor is he so fit, to take a command, as a man who may have been afloat 25 years only between 1820 and 1860; if he has served six months in one year, and eight months in another, and so forth, so that he has become constantly acquainted with the changes which have taken place.

1323. Are you of opinion that the number on the Active List, as it now stands, is too great according to the Order in Council of 1851?—I think the number is too great on the Captains' and Commanders' List. If the vacancies throughout the list are only to depend upon the actual deaths of flag officers on the Active List, certainly the number is not too great; but if we are to have, instead of a real death, a professional death at a certain age, then it would bear a diminution in the number.

1324. Should you consider the number that is proposed in the scheme which is called Sir John Hay's Scheme would be more advantageous than the existing number, which is, I think, 61 admirals, 250 captains, 300 commanders, and 700 lieutenants?—I think there should be 75 admirals, and instead of 350 captains, as at present, I would have 300 captains; because, as by former Orders in Council, we changed the number—for example, there were, 13 years ago, 150 admirals, who were reduced to 100—we cannot suppose that we can arrive at once at perfection. Consequently, as we reduced the admirals at that time to 100, I do not see why it might not be advisable to reduce them now to 75: and as to the captains (I was made a captain 26 years ago, and when I first commanded a ship there were 500 captains on the Active List), they have been reduced to 350, and I would now reduce them, by way of trial, to 300; the commanders are now 450, and I would reduce them to 350, and the lieutenants to 900. I have had an opportunity of judging, having commanded ships for 13 years, and having been for so long a time—particularly during the last 10 years—constantly employed with a fleet of from 10 to 15 sail of the line in the Baltic and the Mediterranean, whilst now we have only five, besides other ships. I have lived with my brother officers of all ranks for 30 years, and therefore I think I may say I have had some opportunity of forming an opinion on these matters.

1325. *Chairman.*] In the 900 lieutenants, to which number you would reduce the list, do you include the sub-lieutenants?—The lieutenants alone.

1326. What would you say should be the number of the sub-lieutenants?—I cannot fix that number at present.

1327. Sir *Henry Willoughby.*] Does your experience, which has extended over so many years, enable you to say that, up to the Order in Council of 1860, in the last 25 years, the number of promotions to the grades of captain, commander, and lieutenant have been too many to afford a fair prospect of active service to the officers in those various grades?—Certainly; the numbers promoted rendered it impossible to employ everyone; but at the same time it would have been an act of injustice to reduce those numbers when the officers had performed certain services; that could only be done by a gradual reduction of each list.

1328. Was it not a serious evil to get so large a number of officers on to those lists?—Certainly.

1329. Is it your opinion that that has been one cause of the difficulty which has necessitated these various Orders in Council with a view of assisting the Active List?—Undoubtedly.

1330. Is there any mode of ascertaining the efficiency of the Active List at any given period; whether the persons on that list, whether lieutenants, commanders, captains, or admirals are really capable of service?—There is this test, beginning with the Flag Officers' List; the flag officers are of three denominations, and they are called admirals, vice-admirals, and rear-admirals, and it has always been the custom that in each list a certain number of flag officers on those lists should be fit for service; I believe since the year 1815 there has been no instance of Portsmouth and Plymouth being under the command of any officer except an admiral, or, perhaps, there may have been one; certainly not two; until we arrive at the period of 1852, when Sir Thomas Cochrane was first appointed as a vice-admiral; therefore, it has been always supposed that some few of the admirals on the Active List were fit for service. It has also been the custom from the Vice-Admiral's List to supply the commands of Sheerness, North America, and the Mediterranean, whereas at the present time I am sorry to say that no man is considered competent in the Admiral's or Vice-Admiral's List to take one of those commands, which have been always considered to be their birthright.

1331. Assuming that there should be a number of lieutenants, commanders, captains, and admirals on the Active List, who were really incapable of service, is there any mode of ascertaining that fact at any given moment?—No doubt the Naval Members of the Board of Admiralty must be perfectly competent to judge of what officers are fit for service; it is not for us who are outside the Admiralty to judge. I do not think that we can do so, although it is pretty well known throughout the service what an officer is worth; there are a great many slopers; but there are other men who are always ready for work.

1332. There is no mode, as it were, of revising the list, by removing from it at any given moment those who are incapable of service?—No; there is a retired and a reserved scheme, and by promoting an officer and giving him a little increase in pay, he may be removed to either.

1333. You have had, I believe, considerable experience in company with French squadrons?—I have.

1334. Do you happen to be acquainted with the French system of promotion?—Yes; I have perhaps served more than any other officer on the Navy List with the French. In 1860, I was with a French fleet consisting of from six to ten sail of the line in the Bay of Naples; and in 1861, I was with an equal number of vessels on the coast of Syria; and I have seen a great deal of their officers from the admirals downwards.

1335. Will you be good enough to explain to the Committee their system of promotion?—The system of promotion is one of selection in part, and it is part by seniority; but it differs from ours; what they call an *aspirant* enters the service rather later in age; but they do not become "*enseignes de vaisseaux*," on the average, until they

they are 21 or 22 years of age; the next rank is that of "lieutenant de vaisseau."

1336. Sir *John Pakington.*] With what rank does the "enseigne de vaisseau" correspond in our service?—It corresponds with the rank of sub-lieutenant in our navy. Then there is the next rank, "lieutenant de vaisseau," who, upon the average, reaches that rank when he is about 30 years of age.

1337. Lord *Clarence Paget.*] Does not the "lieutenant de vaisseau" rank with a lieutenant in our navy?—Yes. There are five grades in the French navy as well as in our service. There is the "enseigne de vaisseau," the "lieutenant de frégate," the "lieutenant de vaisseau," the "capitaine de frégate," and the "capitaine de vaisseau;" the "contre-amiral," and the others, just in the same way. The capitaine de frégate ranks with a commander.

1338. Sir *Henry Willoughby.*] I believe the number of admirals in the French service is very limited?—Yes.

1339. Do you know what the number is?—I do. There are two admirals in peace, and three admirals in war; there are 12 vice-admirals, and 24 rear-admirals; but they are going to be increased in number, by order of the Emperor, to 15 vice-admirals and 30 rear-admirals.

1340. Making 48?—Yes.

1341. Is it not the practice in the French service that the majority of the officers are employed in active service?—The whole of the admirals are now employed, both rear-admirals and vice-admirals. The full admirals are never employed afloat: they are considered too old.

1342. All the rear-admirals and vice-admirals are now employed, except one who has resigned his appointment.

1343. Therefore, one might say, that all the rear-admirals and vice-admirals are employed?—Yes, the whole of the Active List.

1344. Do you happen to know the ages at which a "capitaine de frégate," a "capitaine de vaisseau," and the admirals in their various grades are compulsorily retired?—I do. A vice-admiral is retired at 65, and a rear-admiral is retired at 62, and they are so stringent in that regulation that whilst I was in command in the Mediterranean in 1860, a rear-admiral, who had been second in command of the squadron, was obliged to go away in the middle of his service on the coast of Syria, because he had struck 62 years of age.

1345. Do you know the ages at which a "capitaine de vaisseau," and a "capitaine de frégate," are obliged to retire?—Yes, at 60 and at 55; their captains are rather older than ours. A "capitaine de frégate" is generally, on an average, 42 years of age, and a "capitaine de vaisseau" is about 46 when in command, but at the age of 53 he is likely to be an admiral, or about that age; there is no specific age for them.

1346. Therefore, according to their system, it appears that the officers in active service are sure to rise?—They are always employed; all ranks always employed now.

1347. Sir *James Elphinstone.*] The Mediterranean fleet at the present time is under the charge of a rear-admiral, is it not?—I understand that our Fleet is under the command of a rear-admiral, with the temporary rank of vice-admiral.

1348. Is there any reserve of officers in the French service?—No, there is not a Retired List. There are two sections of flag officers; some are employed in the ports under a "Commission du Port," and under certain circumstances in Paris and at Algiers, and in all those places they get a supplement, something above half-pay.

1349. Do they enter into civil employments?—Yes, they take any employment under the Government.

1350. A rear-admiral in the Mediterranean has the brevet rank of vice-admiral. Is that only while he is there?—He has temporary rank while he is there; I am told so, but I have not seen it gazetted.

1351. If there was any difficulty to deal with there, I suppose, that as a rear-admiral, he would not consider it a hard thing if he were superseded, which he would be, in all probability?—I should consider it so, if I was there, certainly, a very hard thing.

1352. Has not the command in China hitherto been given to a vice-admiral?—Yes, usually.

1353. Was there not a difficulty in filling up that command lately?—It was so reported. I do not know anything positively about it, but I believe it was so.

1354. Was it supposed that the suspension of the batta had anything to do with that difficulty?—Probably.

1355. Was it not considered impossible for an admiral on that station to maintain his position without suffering in his private means?—Certainly; I served for four years in China, and therefore I can answer it positively.

1356. Is it not impossible, with the allowances of the admiral on that station, to maintain the dignity of his position?—Yes.

1357. Has not that the effect of limiting the number of officers who are available for that service?—Officers serve their country when they are called upon, unless there are some stringent family reasons which prevent them from doing so. I do not think that it ought to prevent them going.

1358. But, practically, it does prevent them, does it not?—I am afraid it does.

1359. With regard to the midshipmen, I think you stated that you thought the present age, with reference to the education of midshipmen, was advantageous?—Yes, naval cadets and midshipmen.

1360. Should you approve of a naval college being substituted for training ships?—No; I prefer training ships.

1361. Not even if the naval college had training vessels attached to it?—That is another thing; I speak of a naval college as it was in my day, and I am able to state that the theoretical knowledge which I gained there was indifferent, and the practical knowledge was nil. With training ships attached to a college it would be very different.

1362. Is there not some disadvantage in crowding young growing boys together in a ship that is stationary?—No; not if there is ample space on the lower decks; if the lower and orlop decks of a ship will hold 800 men, and there are only 230 youngsters placed there, it would do very well for the time.

1363. Is there not a very great scarcity of sub-lieutenants in the service?—I cannot say that there is a very great scarcity now, because there are more than 140 on the List.

1364. Does that number supply the line-of-battle ships in commission with a sufficient number of sub-lieutenants?—No; because the List

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of sub-lieutenants is not yet so full as it ought to be.

1365. Would it not be advantageous, in order to bring on young men for promotion, that the warrant officers should perform some of the duties which midshipmen used to perform when there was not a sufficient number of them in the service?—Expressing only my own opinion, I am averse to that system altogether; I think that every officer ought to perform his own duty, whatever it may be; he has plenty to do in his own line.

1366. If the scheme for admitting 100 cadets per annum was carried out, taking into account the number of ships in commission, there would not be, I believe, one youngster for each ship?—I do not know that the number is fixed as yet for the entry of cadets; it would require more than 100 entries per annum until the final number is reached, then probably 130 or 150 to meet the casualties.

1367. Would not that be a great disadvantage?—Yes, if such did take place.

1368. Are not sub-lieutenants and midshipmen a very important class of officers?—Yes.

1369. And there is a very great want of them in the service now, is there not?—I should not say that there is a very great want of them; the want is nothing compared with what it was six years ago. In two years more it should be remedied, or perhaps three.

1370. Had you a sufficient number of them in your flag ship in the Mediterranean?—Latterly, I was pretty well supplied, but no ship had the full complement.

1371. With regard to the lieutenants, there appears to be no scheme of naval promotion and retirement which would promote all the lieutenants, and carry them on to the top of the tree?—No.

1372. At what age would you propose to retire the lieutenants?—I should retire the lieutenants at 50, under certain limitations.

1373. With regard to the differences that now exist as to time, do you think it would be expedient that one class of officers should have less value attached to their services than another?—I should keep just as it is, all that part of the naval regulations; no fault is found with it.

1374. Is there no injustice in deducting two-thirds of a man's time, because he happens to be employed in one particular branch of the profession, and allowing him to reckon his full time in another branch?—I think not; a man who serves actively afloat in every part of the world, ought to have some little advantages over another who sticks in harbour.

1375. But a lieutenant, for example, who has no interest, finds himself serving most of his time on stations which are neither healthy nor agreeable, while at the same time officers who are serving at more agreeable stations, derive the same benefit from their time that the other does; is that justice?—The word "interest" is not recognised in the service, although it may be sometimes used; and I think that you could not possibly separate the services of lieutenants in the Mediterranean from the services of lieutenants in China, or on the coast of Africa, or anywhere else.

1376. But when a lieutenant has served probably for 10 or 15 years, taking his chance of the service, and when his sea-going powers are getting rather *passé*, is it just that when he is put into the Coast Guard, where he may receive a little more, two-thirds of his time should be deducted from that period of his service?—I think that if a lieutenant has really had long sea-service afloat, say for 15 years, it would be a hard case.

1377. Would it not be unjust?—I do not say unjust, because that is a strong expression; I say that it would be a hard case.

1378. What leave of absence have lieutenants in the Navy?—There is no fixed time; they are generally at sea, and therefore they cannot have much.

1379. After a ship is paid-off, and an officer has served three or four years on a foreign station, what leave of absence is he allowed?—There is no fixed time; it is according to the decision of the Lords of the Admiralty.

1380. There is a usual period, after which he is called upon to serve, is there not?—There is; it is three months or six months.

1381. Is he on full-pay during that time?—Certainly not.

1382. Is he not immediately put on the Half-pay List as soon as he is paid off from his ship?—Yes.

1383. Does the leave of absence granted to officers in the Navy in any way correspond with that which is accorded to the officers in the Army?—You cannot make a comparison, because the officers in the Army in all ranks, unless they are actually out of the service, are employed.

1384. By the usage of the service they have a much longer leave of absence, have they not, in the course of a year; or, in other words, have they not a fixed period allowed to them?—Yes, they have.

1385. During which time they are on full-pay?—Certainly.

1386. In that respect the services differ?—Yes.

1387. Supposing a man is promoted to the rank of commander after serving, say, 15 or 20 years, he then enters upon a period of enforced idleness, does he not?—I should say that the normal state of a commander is certainly that of being on shore; I look upon the case of the commander as one of the hardest in the service.

1388. Having been continuously employed with a very limited leave of absence; for many years a man finds himself suddenly placed in a state of enforced idleness?—He does; and so he must be as long as the numbers of captains and commanders on the list are not reduced sufficiently to give him a prospect of employment.

1389. After he has remained on shore for a certain period, his chances of promotion, I suppose, become very much impaired?—Yes.

1390. Is he not virtually forced out of the service after having wasted the greater part of his life in it?—He is.

1391. That is the practical effect of the present state of things?—Yes.

1392. You stated, I think, that it was particularly desirable that officers should serve frequently although not quite continuously?—Yes; frequent employments and an adequate retirement are what every officer has a right to look for.

1393. When a man is made a post-captain he is seldom employed for three or four years after he reaches that post rank?—No.

1394. During that time very great changes may and do occur in the service?—Yes.

1395. So

1395. So that when he joins his ship he is comparatively rusty?—Yes.

1396. Sir *John Hay.*] With reference to a question that was put to you by Sir Henry Willoughby as to the number of flag officers in the French Navy, and the correspondence of the ranks with those in our service; is it not the case that the admirals of France correspond with the rank of field-marshal and not with the rank of admiral in our Navy?—Yes; the two or three admirals of France.

1397. Their rank does not accurately correspond with that of admirals in our Navy?—No.

1398. In the French Navy there is no rank corresponding with that of admiral in our Navy?—No.

1399. Is not a vice-admiral the highest officer for sea-going purposes?—Yes.

1400. Is it not of very great importance, considering our position as a great naval power, that on all stations where the French Navy are employed, we should have a flag officer superior if possible to the rank of the French flag officer, or the flag officer of any other foreign nation with which our fleet was likely to act in concert?—Yes.

1401. In combined operations, the English chief might, without any offence to the allied power, assume that position which it is desirable an English naval officer should assume when acting in concert with an ally?—Yes.

1402. You stated, I think, that the number of captains that you would recommend was 300 on the Active List?—Yes.

1403. And you are of opinion it is very desirable that the captains on the Active List should continue to serve constantly, so that by the time they arrive at their flag rank, they will have had constant experience of the changes made in the service and in the duties of their profession?—Certainly, frequently, not constantly.

1404. Is it practically the case now that officers desire to serve more than that time which is actually necessary to enable them to reach their flag?—They unfortunately do not.

1405. Is it the case, that in consequence of the present state of the profession, an officer when he has completed his six years of service for his flag, does not seek that constant active service which would be desirable for the profession?—It is very true that the captains do not seek for employment after they have served the period of time which renders them eligible for their flags. This arises from the pecuniary difficulties to which they are exposed, and which, especially if they have families, they do not think it right to meet; this obligation prevents them from seeking the employment which, under other circumstances, they would most willingly have sought.

1406. That, of course, is a disadvantage to the profession, by preventing officers gaining that experience which you consider desirable?—Yes, that naturally follows.

1407. Do you think that the captains in the Navy might, without any great cost to the country, be employed in our ports, and that an officer with his half-pay, could get the work done cheaper than it would be done by a civilian, to whom you must give a retiring pension; suppose, for example, that every ship in the first-class steam reserve had a captain or one or two officers belonging to her, do you think such officers could be employed upon a somewhat reduced scale of allowances as compared with what they would receive if they were actually at sea, upon the understanding that they would not have to keep a table, and that they might live on shore with their wives and families?—I really cannot give an answer of any value to that question, without knowing something more about the details of such a scheme.

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1408. You stated, I believe, in answer to the Chairman, that you considered 900 lieutenants would be about the number that would be necessary to fulfil the duties of the profession?—Without going closely into statistics that is my opinion.

1409. In forming that opinion, did you include officers who might perform such duties as those of agents of transports, and coast guard duties, and others not actively afloat?—Certainly not.

1410. Would it be necessary to have 900 active lieutenants, in addition to the officers who would perform those other duties?—Yes.

1411. Would you consider it desirable to have those duties performed by officers on the Reserved List?—I cannot give a decided answer to that question; I certainly think that officers on the Reserved List might perform some of the duties, but I am against it on principle.

1412. You would prefer that 900 lieutenants should be employed to perform all the duties which are now performed by lieutenants?—Yes.

1413. In answer to Sir John Pakington, you stated that it would be desirable to diminish the number of entries of naval cadets to about 100 in a year, so as to diminish the great number of officers for whom it is necessary to provide by promotion?—Yes; I stated in a few years it might be done.

1414. Would it be necessary in some way or other to supply the places of junior officers in the navy by improving the position, or increasing the numbers of petty officers and warrant officers, with a view to their performing certain duties which are now performed by the junior officers?—I do not think that there are more than enough petty officers in the complement of the ships; they must be increased if they are to do the duties connected with quarter-deck officers, which should be performed by naval cadets and midshipmen; but I really am not in a position to say how many naval cadets at present are required to be entered into the service. What I stated was, that I could not say this year or next year; but in about another two years or three, the Board ought to be able to fix the number. At present, it must be left to the discretion of the Lords Commissioners of the Admiralty. Eventually, 150 entries would, I think, meet all casualties, which are more than is generally supposed.

1415. On either hand there must be an evil; either you must admit into the profession a number of young officers for whom the higher ranks will not present any prospect of promotion whatever, as they must either be retired from the profession in a very low rank, or they must waste their days without any prospect of advancement; or, on the other hand, you must have that evil which you consider naval officers would look upon as an evil, that of a portion of the duties now performed by those junior officers being performed by a different class of men, so as to adapt to the naval profession that system which is pursued in the Army, and under which non-commissioned officers are called upon to perform duties which would naturally be performed (were it not for the difficulty of promotion) by officers. Which of those two evils do you consider the greater,

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and how would you propose to remedy the one or the other?—Of the two evils, I should prefer that petty officers should perform some of these duties rather than that a stoppage anywhere should arise on the list to prevent sub-lieutenants being made lieutenants, lieutenants commanders, and commanders captains.

1416. Has most of your service been at home or abroad?—On foreign stations. I have been employed in North America, in South America, in the East Indies, in the West Indies, in Borneo, in China, on the coast of Africa, in the Baltic, in the North Sea, in the Channel, the Pacific, and in the Mediterranean. I believe those are the principal stations.

1417. Have you ever held any home appointment?—No.

1418. You have had the best opportunities of seeing what the profession is in all parts of the world?—Yes.

1419. Having had such opportunities and experience, can you offer to the Committee any further remarks on the subject of promotion and retirement, which has been submitted to them?—No, I have nothing further to say at present.

1420. Mr. *C. Berkeley.*] You stated, I think, that there had been lately some difficulty in getting vice-admirals to take commands; do you consider that that difficulty arises from the age of the vice-admirals now upon the list, or because they are not anxious for, and do not seek employment?—I am not aware at all of the reasons. I only see, practically, that, for the first time in our naval history, since I have been at sea, such an occurrence has taken place. I do not know what the reason is, but I should think that, in a great measure, it is owing to their age, or from inability to meet contingent expenses.

1421. You are probably aware that there are several vice-admirals who are under 65 years of age?—Yes; there are certainly some.

1422. I understood you to say that you approved of the removal of the lieutenants from the Active List at 50 years of age; do you think that they should have, when they are so removed, a step in rank; or that they should be simply removed to an increased scale of pay?—I see no objection to their having both if they merit it by their continued service at sea. I know one officer was who was with me on the Coast of Syria; he had been 17 years constantly employed as a lieutenant, was an excellent officer, and was on board one of the line-of-battle ships under my orders, but he was only receiving the same emolument as a young officer to whom I had myself given an acting appointment as lieutenant in the same month, with the exception of his happening to be at that time a senior lieutenant, which gave him a certain advantage, but so small as not to be worth naming. These are grievances which, I think, should be seriously entertained.

1423. Generally, you approve of the principle of giving an officer when he is retired, because he either does not get his promotion, or because he is not fit for further employment, a step in rank?—I do, if he has served long actually at sea, and bears a good character.

1424. If you apply the principle of removing admirals by reason of age, there is no step in rank, I believe, which can be given to them?—No, they are at the highest; they do not want a step in rank; it is a thing which could never enter into their heads, beyond looking forward to the honourable position of Admiral of the Fleet. All Flag Officers who have hoisted their flags aspire to this honour, and I would also consider eligible admirals who have served for a lengthened period as a Lord of the Admiralty, combined with Parliamentary duties.

1425. If the scheme now before this Committee were carried out, it would, I believe, remove about 40 admirals from the Active List, and it would also reduce the number on the Active List from 100 to 60; therefore, there would be no vacancies created by that removal?—The change would make very little difference as to vacancies. I have already stated that I think 60 Flag Officers too few.

1426. Can you give any opinion as to whether this scheme would have accelerated the promotion of captains during the last seven or eight years?—I am not able to give an answer to that question; but the principle which is advocated by Sir John Hay, without binding myself exactly to particular numbers, would decidedly be advantageous to the profession in the junior ranks, by making the flow of promotion certain and regular.

1427. Mr. *Ayrton.*] In removing admirals on account of their arriving at a certain age, would it be necessary to consider the retiring pay they would have to receive as an equivalent for being taken from the service against their will? You have said that rank would not be a consideration; would the retiring pay be a consideration?—It would be a consideration, as there is no higher rank for them.

1428. Would it be necessary to consider the retiring pay they were to receive as an equivalent for their compulsory retirement?—I pause rather longer than usual in giving an answer to that question, because I was given to understand, before I entered this room, that I was on no account even to think, much less to speak, about "pay;" and therefore, I confess that I am rather taken aback from that word having been mentioned by a Member of the Committee, and I hardly know how to answer the question.

1429. I was asking you whether it would be necessary, in enforcing compulsory retirement on officers of a certain age, to take into consideration the question of the retiring pay they were to receive, or whether you think that is not to be considered as an element in the system of enforced retirement?—I think it should be considered in due proportion to each rank.

1430. In your mind, and that of other officers, are not those two questions inseparable—enforced retirement on one hand, and the amount of retiring pay that would be necessary to give in consequence?—I think that the whole question is inseparable, the pay throughout, and the question of retirement, but I have abstained from mentioning pay from the reasons already given.

1431. Can you explain to the Committee, having regard to the fact that, in 1816 and in 1856, the number of flag officers employed was in the former case 14, and in the latter case 18, what necessity there is for having so large a number of flag officers on the Active List as 100, or 75, or 60?—Because even now, with that large number, we have a difficulty, in consequence of their extreme age, in finding officers in each rank to fill the position to which they are entitled; and so long as admirals continue to block up all promotion, of course in that case it is necessary to keep this large number; but when you reduce the Active Flag List in a moderate degree, and allow younger officers to come forward, you will then

then find admirals, vice-admirals, and rear-admirals to take the positions which they have hitherto been enabled and entitled to fill.

1432. If the Active List was really a list of efficient officers, what number of flag officers would be necessary, having regard to the number actually employed from year to year?—I have already stated that in those upper ranks you cannot expect every officer to be active; but there should be a certain number that you could always count upon to serve in each rank. I think that if you made a moderate reduction, say to 75, and compelled the same regulation to be enforced against my own rank in the service, as in operation in the other ranks, then 75 would meet the difficulty, and you would always find officers in each rank fit for employment afloat.

1433. Do you contemplate the 75 officers being efficient?—I should certainly expect that a certain number of them would be efficient, and the Board of Admiralty should always be able to pick out, for the requirements of the service and the good of the country, some officers from each denomination of flag rank.

1434. I was endeavouring to elicit your opinion as to how many efficient officers are necessary on the Active List, having regard to the number who are actually employed in any given period in the Navy: the numbers having been, as I have stated, 14 in 1816, and 18 in 1856?—The object of the retirement of flag officers is double: in the first place, in order that there may be general contentment throughout all the other ranks of the service; and it is necessary that the rule of compulsion should be extended to them, so that the junior officers may have an idea that impartial justice extends throughout the service; that is one reason. The second reason is, that the retirement of the senior officers (that is to say, of my own flag rank), is necessary, in order that the captains should flow steadily upwards, and that every class of officer should look forward to some time or other when he will be on the Flag List; that is the great ambition of every lieutenant, commander, and captain, and a very legitimate one it is. Consequently, with this double reason for keeping officers in the service, you must not reduce the Flag List below a certain number; otherwise, the great ambition of every officer never could be fulfilled, as he never could come on to the Active Flag List: you must not look at it only in the light of 14 or 15 admirals being actually employed, but also with regard to others coming up to that rank; and you must also look to the reliefs that are required, and to the possibility of war. You could not relieve 15 admirals in a day, and others are coming forward; fresh admirals are always coming on, and 75, I think, would give a sufficient number for all the exigencies of the service; that is my opinion.

1435. These are the considerations which, in your mind, render it necessary to have so large a number of officers on the Active List as compared with those who are actually employed?—Yes.

1436. That, I presume, applies to all the grades of officers, as well as to the flag officers?—It does, certainly.

1437. You stated that in the lower ranks of the Navy (that is, in the ranks of sub-lieutenant and lieutenant), promotion takes place by selection, whereas in the highest ranks it is by seniority?—Yes.

1438. You are probably aware that in the Army no such system prevails as to the lower ranks?—Yes.

1439. Can you state the reason why the system prevails in the Navy of promoting in the lower ranks by selection; what is the necessity for it?—It has been the regulation of the Naval Service from time immemorial, and it has been found to answer satisfactorily, and no body of men (at least I am sure that no young man entering the service as a naval cadet) would wish it to be altered; all they want is to have a moderate certainty that, by perseverance and good conduct, they may go on in the service, and have a probable chance of rising steadily through every rank. I must take this opportunity which is now offered to me, of stating that I am myself an instance of the feelings of the general mass of officers in the service on these various points. I have been considered fortunate, and so I have been throughout my service afloat, because I got the two first steps rapidly. I got an early commission as lieutenant, for the reasons already stated, and I was made commander very early; but afterwards I remained on shore for nearly six years, although in each year I was petitioning the Admiralty for employment, without the slightest hope; and then it dawned on my mind suddenly that I was destined, like others, to be put on shore and never to serve again. By the merest accident, fortune favoured me; there was a revolution in Belgium. I happened to know a little French, and Sir James Graham sent me on board the Flag-ship, in order that I might assist Sir Pulteney Malcolm in his communications with the French admiral. In the next year Sir James Graham was kind enough to give me a ship, and in four years from that time I was promoted to the rank of captain, but the same thing happened again; for nearly six years I was on shore as a captain, without a hope of employment. By the greatest accident, two captains of a frigate died from fever on the coast of Africa within a period of six months; and then, as a great favour, the Earl of Haddington was kind enough to appoint me to the frigate thus vacant, and ever since that date I have gone forward. I mention this, because it is for these reasons I sympathise greatly with all my brother officers who, in consequence of the list of captains and commanders being clogged up, cannot get on, and it is heart-breaking work.

1440. Having regard to the reasons you have just given, do you think it is conducive to the welfare of the service that this system of accidental promotion should prevail in the junior ranks of the service?—It is not felt so much there as regards employment; it is when lieutenants are made commanders that the great stoppage takes place in employment.

1441. Is there not a very strong feeling among the junior ranks of the Navy, below the rank of commander, that this accidental system of promotion in the junior ranks is exceedingly injurious to them, and do they not suffer very much from it?—Do you mean the sub-lieutenants?

1442. I refer to the promotions up to the rank of commander?—In the case of the lieutenants, certainly. If they could get on to the Commanders' List when they are young, then they could wait a few years. This stoppage cannot happen in any other profession: neither in the Army, the Church, nor the Medical Profession is there anything of this kind, which prohibits an

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officer from the possibility of continuing his profession, however much he may wish to do so.

1443. Is there a feeling in the minds of the officers of the Navy, up to the rank of commander, that the mode of selection to fill the ranks up to that of commander is not reconcileable with any system of reason or justice?—The general feeling amongst the lieutenants is, that it should not altogether be promotion by seniority, but that long sea service should be rewarded by promotion. Every officer hopes that some opportunity, some day, may present itself when he will distinguish himself. These are his feelings, particularly when he is young: when he becomes old, he may find it is not so, and he yields as well as he can to his fate; still he would rather bear this a great deal than be put at the bottom of the list, and know that he cannot be promoted to commander unless by seniority, as a rule in no case to be departed from.

1444. Without going to the extreme seniors of the profession, do you think that the officers of the rank of commanders, and below that, are satisfied with the mode in which the selection is made for promotion in the junior ranks?—They are satisfied relatively, certainly; they prefer that mode a great deal to anything like the promotion in the Artillery, by rotation alone.

1445. If you were to cast your eye over the List of Commanders, looking at the dates of their entry, the mode of their promotion, and length of their services, do you think it would be possible to give any legitimate reason or explanation of why these officers now find themselves in the rank of commander?—I cannot question anything as to the relative manner in which the Admiralty have placed them on the list; that is not my province.

1446. Do you think that the officers generally of the Navy do feel satisfied that the state of the Commanders' List can be ascribed to any satisfactory principle of promotion, having regard to the names of the officers, the dates of their entry, and the services they have rendered to the country; or do you think that the commanders, as a body, feel satisfied?—I cannot say anything as to the names of the officers; we must take them according to their services. I think, certainly, that they would prefer being placed on the list as they are now to any regularity of promotion by mere seniority; the dissatisfaction will be lessened as the numbers on the Captains' and Commanders' List are more proportionate to the numbers that can be employed.

1447. Do you think that the officers in the Navy are satisfied with the system and the circumstances under which they have obtained their relative rank in the List of Commanders?—I can only give the answer I have already given, that the opinion generally entertained is, that the present system is better than being promoted generally by seniority. With 300 captains and 350 commanders as the future fixed list, officers would, in a few years, look forward to promotion in each rank with greater certainty.

1448. That is considered to be better than absolute seniority?—Yes, and for the reasons already given, that every officer does hope, at some moment or other, when moderately young, to have an opportunity, somewhere or other throughout the whole world where they are called upon to serve, to distinguish himself and to obtain his promotion.

1449. Are you of opinion that the number of cadets is the number there should be, in proportion to the number of vacancies in the lists of sub-lieutenants or lieutenants?—Yes, as far as we can speak with any certainty. It must be so regulated eventually.

1450. Mr. *Scourfield.*] Were you present when the Earl of Lauderdale was examined?—I was present for a short time.

1451. His Lordship was asked some questions as to the percentage of years during which, for the reasonable convenience of an officer, he ought to be allowed on shore, as compared with the number of years he was afloat; his Lordship stated that, for the good of the service, one year in five was about the time that would be most advantageous: do you concur in that opinion?—It must depend upon the rank of the officer. Certainly not more than one year in five; but it must depend upon the rank of the officer. A lieutenant who was very anxious to get on to the rank of commander would not wish to be on shore more than one year in five.

1452. A further question was put to his lordship: "But if you were to employ an officer five years out of six, and arrayed your list accordingly, would you have a sufficient number of officers, when war broke out, to command your ships?—No; and that is where I say is the difficulty—to arrange the numbers so as to keep the officers sufficiently employed, and still have a number that would meet the exigencies of an expected war." Should you concur in that?—I could not give exactly the same answer to the question; it must always depend upon the number of officers that are on the list. I have always looked to the reduction I have spoken of in the number of captains, and in some degree of course, to the possibility of war; but I do not think that that has anything to do with the leave given to an officer. If there was a war, and if an officer was worth a halfpenny, he would never think of leave. I look upon that as a matter of no moment at all.

1453. With regard to the masters in the Navy, I believe that a change has taken place in the sources from which they are supplied: did they not formerly come principally from the Merchant Service?—They did to a certain extent, but the class of masters is now superior to what it was.

1454. Have you any opinion to express with regard to them?—I have a high opinion of them; they are a most desirable class of officers. I think they have received advantages lately which have not fallen to the other executive branch of officers, although no doubt, if they were asked, there might be some other advantages which they would wish to obtain; but upon the whole, I entertain a high opinion of the masters; I think that they are satisfied now as a class.

1455. Mr. *Dodson.*] I understood you to say, that you approved of the power which is now vested in the Board of Admiralty, of giving promotion, beyond the power which is in the First Lord?—Yes.

1456. Are those Board promotions given for distinguished services only?—Only, so far as I know; I have always understood them to be so.

1457. Can you tell the Committee what proportion the Board promotions have borne to the promotions made by the First Lord in the last 10 years?—I believe it is stated in print in one of the memoranda. The greatest amount of Board promotions that was made in these later days was for the war in China, and I must say

say that I read it with a great deal of pleasure; and I am perfectly certain that those officers who did not, from being in other parts of the world, happen to be engaged, felt not the slightest jealousy relative to the promotions then made, but, on the contrary, only wished that they had had the good fortune to have been there themselves. I mean those who were older in age and higher up in the list. This class of promotion is not a matter that a naval officer ever grumbles about.

1458. Are those distinguished services for which Board promotions are given always services in time of war?—It does not necessarily follow that a war should have been declared by England against any nation, but, generally speaking, they are services which have been so rendered: on the other hand, there have been occasions in Mexico and other places, where officers have been placed in circumstances of great difficulty and moral responsibility, which are perhaps equal to those of danger before the enemy; and in those cases there has been, I believe, also notice taken.

1459. Those services have been recognised by Board promotions?—I believe so; with the concurrence, as I have already stated, of the First Lord of the Admiralty; and he, I think, would naturally listen to the naval members of the Board.

1460. I understood you to say that there was a much larger number of French admirals actively employed than of English admirals?—Certainly; there are at this moment 35 out of 36 French admirals employed.

1461. I see by the Return before me that there are only 15 English admirals actively employed?—Yes.

1462. Does that arise from the circumstance that French admirals take commands that it would not be considered, according to the custom of our service, of sufficient importance for an English admiral to undertake?—No, it does not; because those commands include Algiers, Paris, Toulon, and other places, and, although inferior commands, there is no reason why they should not be granted to flag officers; but the main object is, that they should be kept employed; that is the great thing. Somehow or other, they think anything is better than idleness; that is the idea of the French Minister of Marine; but there is nothing *infra dig.* in any of their appointments.

1463. Does the smaller number of English admirals who are employed arise from the circumstance that we have a smaller number who are efficient?—At the present moment, of the rear-admirals there are upwards of 30, who are under 60 years of age, and who may be considered quite efficient; but with regard to the vice-admirals and full admirals, certainly, the reason why they are not employed in the way that they ought to be employed, arises from the fact that they are non-efficient—from no fault of their own, but from their great age or from infirmities.

1464. There are a great number of officers who are non-efficient from their great age?—Yes, certainly, a great number; in fact the whole on the Admirals' List are unfit for active sea service abroad.

1465. The French admirals, being younger, are all capable of service and are actively employed?—Yes; and that is the mainstay of their whole system.

1466. When you say that 35 French admirals are employed in Paris and Algiers, are many of them employed in civil duties?—Yes, certainly; at Brest, at Rochefort, St. Servienne, opposite St. Malo, and other places already named.

1467. Is the number of French admirals in active service afloat equal to, or greater or less than, the number of English admirals actively employed afloat?—There are actually afloat about the same number, taking all stations, and the Mediterranean. When I was on the coast of Syria, a French fleet came in there, consisting of eight sail of the line, commanded by a vice-admiral, two rear-admirals, and a commodore, whilst I, who was looked upon as the third officer in command in the Mediterranean, having the same number of ships nearly, was the only flag officer then present of the English navy.

1468. Taking the services in the different quarters of the globe, the French have about the same number of admirals actively employed at this time that we have?—Certainly, and probably rather more.

1469. Sir *Francis Baring.*] You have been asked about the Board promotions. Is it at all correct to suppose that the Board promotions emanate from the junior members of the Board, without the knowledge or the entire sanction of the First Lord?—Certainly not.

1470. In point of fact it is a different name for the promotion, but it is equally with the sanction of the First Lord that the Board are taken into consultation upon the subject?—I think I have already stated that when I said the naval members of the Board made these promotions, of course I meant under the sanction, and also in consequence of the First Lord of the Admiralty entertaining the same opinion. This has always been my belief.

1471. May it not be called a more honourable mode of making the promotion for a particular service?—I think so.

1472. It is an old practice, and it became more necessary when the numbers of the different ranks were limited, because the limit did not extend to Board promotions, when the number of the captains was limited, and that limit was full; it was not possible to promote to commander first. You could not do it, as it was against the regulations; but as that did not extend to Board promotions, it was a great advantage to have that means of promoting an officer who had done some gallant service?—It was most desirable naturally, at the time before the lists were brought down, in the case of the Captains' List, from 800 to 500, and lastly, to 350, that the Board should have that power, otherwise there would have been a most undesirable check throughout the promotion, both with the commanders and the captains.

1473. Although Board promotions have been made in peace, yet they have probably been made for some gallant service?—Yes; my impression is so, certainly.

1474. Have you seen the plan which has been laid upon the table of the House of Commons?—Yes. I cannot enter into any statistical account of it, but I am acquainted with it generally perfectly well.

1475. Do you entirely concur in the proposal that there should be a limit of age applicable to all branches of the service?—Yes, I do.

1476. You do not adopt the whole of the recommendations contained in the plan, or the details, or the mode of working out the scheme?—No, I do

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do not think I am called upon; indeed, I could not possibly do it. I cannot pretend to understand the schedules of the Navy List, with so many alphabetical lists attached to it, but, generally speaking, I approve of the plan in its general principles. Compulsory retirement should be applied to all ranks or to none.

1477. The plan is represented to have been, to a certain extent, approved of by a large body of officers; have you the means of informing the Committee whether that opinion of the officers in general has been expressed with regard to the plan itself?—I have never had any communication myself individually with any one connected with the plan; I have never heard from Mr. Harvey, or any one else, on the subject until within the last month or two, when it has become a topic of conversation in the club; therefore, of the plan itself, or how it got about, or to whom it was sent, I literally know nothing; but my own impression is, from what I have heard, not now, but during the last four or five years, that a plan under which the flag officers should be retired at a fixed age is the general wish throughout the service, as the regulation is enforced throughout the junior ranks.

1478. Is that a plan by which the age is to be limited?—Yes; I do not state authoritatively that any compulsory retirement by age is necessary; but what I do state is this, that there never will be any contentment throughout the service, when it has been forced upon the lieutenants, commanders, and captains, if the flag officers are exempt. The fact is well known to every officer in every rank of the service, that no permanent change in the system, either of retirement or promotion, could be carried out without the co-operation, or at least without the consent, of the flag officers high upon the list. When the junior officers, the lieutenants, commanders, and captains, see that they are forcibly obliged to retire at a fixed age, and that those flag officers, or rather, I should say, that the position and the privileges of the flag officers are fenced round by what I may call a wall of adamant, and that they are left untouched by the scheme which is carried out against all the others, they do think, and, I think, very naturally, that they have a great grievance; that is my firm and free opinion.

1479. They consider it unfair?—Yes; that is the opinion entertained throughout the service.

1480. Can you state to the Committee what the opinion of the flag officers generally is?—I think that we flag officers, so far as we are personally concerned, of course do not like the idea of being retired at an age at which we shall all arrive before long; and therefore I think they do not generally, as a body, look favourably upon the scheme.

1481. With regard to the proposal which you have made as to reducing the number of the flag officers upon the Active List, am I right in supposing that you calculate, that although there may be a certain number inefficient, yet your proposal would secure in each rank a sufficient number of really active and efficient officers?—Yes; and my opinion is, that by the application of this scheme of compulsory retirement to us flag officers, you will find on the Admirals' List and the Vice Admirals' List a few officers of that rank capable of undertaking the duties which are expected from them, such as the command of the home ports and shore-going berths of that kind.

1482. You do not expect that every one of those officers will be efficient?—No, only a few of them; a sufficient number to undertake the duties required of them.

1483. Taking the whole list together, is it not your opinion that there are a sufficient number of flag officers to perform the duties of flag officers?—I cannot myself reasonably take the whole of the Flag List as one list of admirals, vice-admirals, and rear-admirals, without supposing that some few in each of those ranks are fit for certain positions; I consider it a misnomer to call it an Active List, when not a single man can be found in either of the two higher ranks who is considered eligible for active service: at the same time I agree with this, as I have already stated, that in the lower list there are now upwards of 30 admirals below the age of 60.

1484. Except the inconvenience, which you seem to lay great stress upon, of there not being active officers as admirals and vice-admirals, are there a sufficient number of flag officers to perform the duties of flag officers?—By giving them temporary rank, and by departing from the usual system of the service, there are.

1485. That has been lately introduced, has it not?—Yes; but I allude to it now because I think something ought to be done, if possible, to do away with the bickerings which take place in the upper ranks of the service when they are not employed; for instance, in the ranks of the vice-admirals, there is a feeling amongst several of them that there has been a reflection cast upon them professionally in consequence of their not getting any of these appointments, and I think that this would be avoided if you could find one man who had been considered fit to be employed; but when we see that not a single flag officer is to be found on those lists, it is not surprising that there should be this feeling, which I am sorry to say is abroad.

1486. There is such a feeling abroad among the admirals?—Yes; among the vice-admirals. Some of them feel naturally that they have been passed over.

1487. I will take the case which occurred in the Mediterranean when Lord Lyons was employed there, and temporary rank was given to him; it was contrary to the usual practice of the service, was it not; that is to say, the Mediterranean was usually a vice-admiral's command?—If I remember rightly, Sir Edmund Lyons was appointed to take the second in command in the Mediterranean when another admiral was there as Commander-in-Chief; and when Admiral Dundas had completed his service, Sir Edmund took his place, and as a matter of course, it would have been a reflection upon him if any other appointment had been made; consequently when he became Commander-in-Chief, the Lords Commissioners of the Admiralty very properly gave him temporary rank, and did not supersede him, because that would have been a very stringent measure. I do not think that he was appointed from home as Commander-in-Chief with temporary rank; but I am not certain.

1488. If a rear-admiral is sent out under the command of a vice-admiral, if anything should occur to lead to the recall of the vice-admiral, would it be considered a reflection upon the other officer if another vice-admiral was sent out?—No; but under the circumstances, considering the very efficient service which Lord Lyons had rendered before Sebastopol and in the Black Sea, it would have

have been a great reflection upon him, and an unusual thing to do.

1489. It would have been a great inconvenience to the public service, would it not, if Lord Lyons had not been left in that command?—Yes.

1490. That was the best appointment for the public service?—The Admiralty of course must have thought so, and the country too.

1491. Any difficulty was obviated by that power of bestowing temporary rank?—Certainly; there could have been no reflection under those circumstances; all I have stated goes to prove that under certain circumstances there can be no disapproval, inconvenience, or dissatisfaction in the service. It is only when you go out of the way to do things which are not agreeable to the service that there is this feeling of dissatisfaction.

1492. Looking to the public interests, is it of any advantage for the public interests when, in time of war or of peace, an important command becomes vacant, that we should be hampered with distinctions as to whether the best man is an admiral, or a vice-admiral, or a rear-admiral?—I think that although the Admiralty have the power, and very properly so too, a despotic power which I should not at all desire to take away from the First Lord, yet I think it should not be exercised except in special cases in a manner likely to give general dissatisfaction to the officers of the service if it can be avoided.

1493. Upon what grounds does that distinction rest, that certain stations are dedicated to, and are the property of certain officers?—They have been so from time immemorial, and having been so, it is the natural feeling of the vice-admirals, and of all of us, that they should take those commands.

1494. At the breaking out of the great French war, were those distinctions observed?—Certainly, as far as they could be, as far as it was desirable. I do not now speak of war time, it is peace time, and people will think; you cannot prevent officers of the navy from entertaining their opinions right or wrong; they can judge what is necessary for the public service to a certain extent.

1495. You held the Mediterranean command yourself, and are you not aware that, of all the commands, that probably more requires an officer who is not merely a sailor, but who is half an ambassador?—I am aware that it is an appointment which ought to be given to an officer who has some knowledge of diplomacy, and who, at all events, should be discreet and prudent, as well as a seaman.

1496. Sir *Harry Verney.*] You stated, I think, that you had served a good deal with the French navy?—Yes.

1497. Is it the case that promotion is slower in the lower ranks of the French navy than in our navy?—On the average an aspirant is promoted at the age of 22 to the rank of enseigne de vaisseau, and about 30, as I have already stated, gets his next step; it is a great step which puts him at once in a position to do the duties both of lieutenant and of commander, as he may obtain command of a vessel as a lieutenant de vaisseau at the age of 30, and at 42 he becomes a capitaine de frégate, and at 46 captain of a line-of-battle ship.

1498. Then I understand that the promotion is later in the lower ranks, and rather more rapid in the upper ranks?—Yes, it is remarkably rapid from the rank of captain to that of admiral.

1499. Is there any advantage in our system, or is the French system better than ours?—I think that the French system is the best for the French people, who are a totally different people from us, and it would never do to introduce their system into our service; in some respects the French plan might be imitated with great advantage, but these are minor points.

1500. I believe you were in command at Malta?—I was second in command of the whole Mediterranean fleet.

1501. Was there a good deal of Government property in the arsenal at Malta?—Yes, a great deal.

1502. Who were the police who had the care of that property, were they civilians?—They were principally Maltese. Although I was in the Mediterranean in command for a long period, I was only at Malta for two days at one time, and I think for 10 or 15 days at another; I cannot say much of the details, but I know that the police were Maltese and civilians.

1503. They were not seamen?—No, we want to encourage the Maltese in duties for which they are fit.

1504. Do you think that it would be desirable for the navy if there was a chaplain general for the navy?—Yes, I think it would be a very good thing, provided the regulations were the same as at the Horse Guards, and that he was appointed under the same conditions; if the chaplains desire it, I think there could be no objection to a chaplain general; I am in favour of it.

1505. Lord *Clarence Paget.*] I think you stated that you did not think the French system of promotion could be adopted in this country; that it would not suit us?—I do not think it would.

1506. Do you think that their system of employment would suit us, keeping the officers, their captains, and all their senior officers employed during peace in a "Commission de Port;" you stated that all the French officers were kept employed?—Yes; they are, more or less.

1507. You stated that those who were not in active command at sea were employed in the arsenals and in the ports of France?—Yes.

1508. Do you think that any system of that kind would be advisable in our service?—I think it would be practically attended with advantage, under certain limitations.

1509. Can you give the Committee any idea of the duties which they have to perform in their ports?—I could not do so with any advantage to the Committee.

1510. Take Toulon, or Brest, how many captains are there employed in either of those ports in connexion with the ships in the steam reserve?—It is something similar to our steam reserve.

1511. Has each ship a captain, and so many officers?—Yes.

1512. They are, I believe, upon reduced pay; they do not receive the pay and allowances of officers in command of sea-going ships, it is only a little above their half-pay in the "Commission de Port?"—I do not like those words "reduced pay" at all. I should like to know how far the reduction is to be made before I could say what an officer can do, who, if I understood the question put to me by Sir John Hay, is to hoist his pennant, but to have a house on shore, and to live there with his wife and family, perhaps. I am in favour of the plan; but unless I know something about the reduction of the pay, which is always an unpleasant subject, I cannot answer the question.

1513. Sir *John Pakington.*] You have very lately

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lately returned from active service in the Mediterranean?—Yes.

1514. You have, therefore, not only had opportunities for a long period of time, but you have had very recent opportunities of communicating with your brother officers in the service; and I wish to ask you whether the opinions you have expressed are solely the opinions entertained by yourself, or whether they are the result of your communications with other officers?—They are the opinions which I have for a long time personally entertained, and they have been confirmed by my communications with captains and other officers with whom I have been in communication for the last 10 years.

1515. The result of that communication with your brother officers has been on your part that the service, generally speaking, is not contented with the present system of promotion and retirement?—Certainly.

1516. Do you think that that feeling of dissatisfaction is wide spread in the navy?—I think it is.

1517. As a naval officer, is it your opinion that the existence of any wide-spread dissatisfaction is of itself an evil, which, if possible, ought to be remedied?—It is.

1518. Do you think that a considerable body, or the majority of the officers in the various ranks of the navy at the present time, look to the adoption of a principle of compulsory retirement by age, as the best remedy for the evils of which they have to complain?—I think they do.

1519. Do you think that any partial adoption of that system would be accepted by the navy as satisfactory?—No; I think that we ought to enter at once into some comprehensive scheme, and settle the question; I think that that would be most satisfactory to all officers in the navy.

1520. Do you think that the partial adoption of the principle which is embodied in the Order in Council of 1860, has created dissatisfaction because it is partial?—I do, decidedly.

1521. You think that a commander who found himself compelled by the existing rule to retire at the age of 60, would feel dissatisfied, and justly so, if he found that a flag officer might totter on to 90, and still call himself an active officer?—Yes.

1522. You have been asked several questions by the Honourable Member for the Tower Hamlets, whether both of the proposals which are now before this Committee, with reference to the number of flag officers, one plan proposing 75, and the other proposing 60, are not considerably beyond the requirements of the service, seeing that, in 1856, the number actually employed was only 18; looking to the supply of officers to hold commands, is it not desirable that the case of a naval war should be contemplated?—Certainly; I have already mentioned that a relief should be contemplated.

1523. I apprehend that you would also say the existing list should be so arranged as to provide the proper reliefs in a case either of war or of peace?—That is what I alluded to.

1524. Contemplating a naval war which the war with Russia was not?—Yes.

1525. Are you able to state to the Committee what was the greatest number of flag officers at any one time employed during the great war with France, which ended in 1815?—No, I am not.

1526. Would it be accurate to state that during that war there were from 30 to 40 flag officers employed at one time?—I dare say there might have been 30.

1527. That being the case, and contemplating the possibility that what has happened may happen again, do you think that a flag list of from 60 to 80 officers, even contemplating solely the necessity for reliefs, would be an exaggerated list?—No, I do not.

1528. Is there not in the arrangement of our permanent flag list another subject fairly to be considered besides the mere supply of reliefs; is it not essential to the well-being of a great service like the navy, that there should be a fair and constant flow of promotion?—Certainly.

1529. Do you think it would be possible to reduce the flag list of the British Navy to anything near the number actually employed in a time of peace, without causing a very depressing and injurious effect upon the general feelings of the officers in that service?—No; I think you could not reduce the list beyond a suitable number without doing an injury to the service.

1530. You have also been asked whether, considering the fact that there are now a considerable number of rear admirals fit for service, there is any injury likely to arise from there being also a certain proportion of admirals and vice-admirals who are too old for service. Does not an arrangement of that sort rather point to the question whether there is any use in having such distinctions as admiral, vice-admiral, and rear-admiral?—That is the main object of the division in the Admirals' List.

1531. Is it not desirable, looking at the moral effect of professional rank, and to considerations connected with active service with other powers, that the three grades of admirals should be retained?—Certainly.

1532. Is there any use in retaining them if the admirals are to be useless?—None.

1533. Do you think it is desirable for the interests of the service that either on the one hand the three grades of admirals should be effective, or that the distinction should be done away with, and that only one rank of admirals should be retained?—Yes.

1534. Do you see any use in the distinction which has now for some few years existed between the Reserved and Retired Lists of officers?—I look upon the terms Reserved List and Retired List in reality as synonymous; there is no difference between them that I am aware of.

1535. But there are distinctions?—The only distinction that I know of is that the Reserved List of officers is supposed to contain those who in a case of emergency might be able, when called upon, to perform certain duties, of not too exacting a nature, whilst those on the Retired List from age, infirmities, wounds, and sickness would be quite unable to serve at all; that is my belief.

1536. Whatever may be the professed or the nominal distinction between the two, you think they are practically the same?—Yes.

1537. Would it not be better for the interests of the service if the Retired Lists were simplified and put upon a clearer footing than they now are?—Certainly; but I would have two, an Active List and a Retired List.

1538. Do you not think that the interests of the navy have suffered from the alterations which during a long course of years have taken place between stagnation and sudden flows of promotion, instead of adopting some permanent self-acting system which might make the flow of promotion

promotion regular?—Certainly; I think that the whole of my evidence goes to show that those are decidedly my opinions.

1539. *Chairman.*] You mentioned in the course of your examination that the rule of retirement by age, in the French navy, is so strictly adhered to, that even when an admiral was on actual service, he was forced to be retired in the middle of that employment?—Yes, a rear-admiral.

1540. Supposing that a system of compulsory retirement were introduced into our navy, I suppose you would allow a discretion as to retiring an officer on active service, although he had reached the age of 65 or 70?—Yes, certainly; what I wish to convey is this: that the First Lord of the Admiralty, assisted by the naval members of the Board, should have great discretionary power, because to send an admiral ashore, as they do in France, in the middle of his service, in my opinion is not beneficial to the public service; but the Minister of Marine holds so much to the system as a system, to bring about promotion steadily instead of by jumps, that, in order to effect it, they run a great risk of doing what is not beneficial to the service; that is, putting a flag officer on shore the very moment his time is up.

1541. In answer to certain questions put to you by the honourable Member for the Tower Hamlets, as to the selection of officers in the lower ranks, I understood you to say that you thought the profession would prefer to be promoted according to a principle of selection, the power to be vested in the Admiralty instead of introducing a system of rotation or advancement by seniority?—Yes, I do.

1542. Is that opinion founded upon your belief that the officers in the navy would feel themselves aggrieved if, after good service upon any station, whether in peace or in war, there should not be an opportunity of rewarding that good service by distinct selection?—It is.

1543. Sir *James Elphinstone.*] With reference to the question put to you by the right honourable Chairman, as to an admiral being superseded when the exact time of his superannuation arrived, are you aware of any case in which that has been put in practice in Her Majesty's service?—It could not be put in practice in Her Majesty's service, because the admirals are not forced to retire at any age.

1544. Was not Admiral Henry Trotter superseded at the Cape of Good Hope?—He was; but not under those circumstances.

1545. In consequence of his having become an admiral upon the Reserved List?—Yes, he was certainly superseded by the present Vice Admiral Sir Frederick Grey at the time that he would have gone on the Reserved List; his time of command at the Cape was nearly out. Had he been allowed to remain a few weeks or a month longer, he would have served his full time to qualify him for his active flag rank.

1546. Are you certain that his command was out?—I am certain that it was nearly out; it was so considered at the time; I remember it as if it had occurred only yesterday, it was too close run. These sort of things are never forgotten; it made a bad impression in the service at the time; but that occurrence does not apply exactly to what the Chairman has been good enough to ask me.

1547. You are certain that his time was out?—I mean his time of command. It was nearly out; but he was relieved because he became a rear-admiral.

1548. Sir *John Hay.*] Means were taken, I believe, to expedite the relief that were rather unusual?—That I cannot speak positively to; I believe they were.

1549. Mr. *Maguire.*] Do you think that captains and commanders should retire at the age of 60?—Yes.

1550. At what age should you say that flag officers should be compelled to retire?—At 70.

1551. Would there be any dissatisfaction amongst the captains and commanders and other officers that they should be compelled to retire at 60, while other officers were allowed to remain on the Active List until they were 70?—The reason why the flag officers should not retire till 70 is this, principally, because the duties required from a Commander-in-chief are almost entirely of a superintending or of an administrative character, and he is not supposed to be obliged to place himself in positions where great physical energy is required, as a captain is; for instance, where a captain is on a lee shore, or in gales of wind, or in other circumstances up all night, and exposed otherwise to climate, he could hardly, at 60 years of age, be physically fit for such work. An admiral, on the other hand, has, if I may use the expression, a comfortable cabin, a good dinner, and all night in; he has some of the privileges and advantages that a Lord of the Admiralty has, living on shore, and which a captain in active employment at sea has not; and therefore 70 is an age up to which an admiral might well perform his duties, at any rate in a home port.

1552. Mr. *Ayrton.*] Do you think that the rank of admiral has been diminished in the estimation of naval officers by the great increase in the number of admirals as compared with former times?—No, I do not think it has in the least; and with regard to the feeling that is supposed to exist amongst officers, that there would be a jealousy and a feeling of envy among any class of officers at seeing another man before them placed on the Reserved and Retired List, there is no feeling of that sort in any way; only give a man an adequate retirement, and everybody will be satisfied that an officer should go upon that List, and make way for the many below him, anxious to serve, without any feeling of jealousy.

1553. Do you think that the estimation of the rank and dignity of an admiral depends upon the number of persons who attain it?—No, nobody cares whether there are 300 or 50.

1554. Sir *John Hay.*] I believe you are the author of a book which has been very recently published, in which you express general opinions upon the subject on which you have now been examined?—Yes; Her Majesty's ship "Hannibal," at Palermo and Naples.

1555. Do you adhere to the statements contained in that book with reference to your view that the sooner this long-pending and irritating case is settled the more acceptable it will be to the service at large?—Yes; and I hope that the evidence which I have given to-day entirely shows it, particularly upon the subject of the naval cadets, a class in which I feel the greatest interest.

1556. *Chairman.*] Is there any remark which you wish to make to the Committee on the subject of the navel cadets?—Yes. I should like to say that during the time I was in the Mediterranean command a great number of these young

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officers passed under my own immediate review. I had personal opportunities of examining them myself, and also of learning from the captains, and from the naval instructors, and the chaplains, an account of their conduct, their character, and their nautical qualifications, and I have great pleasure in saying that all that I heard as a general rule was most creditable to the instructors of the training ship, both naval and civilian, who under the able administration of Captain Harris, of the "Britannia," had charge of their tuition.

1557. You are satisfied with the instruction which the naval cadets now receive?—I am.

Rear-Admiral GEORGE ELLIOT, called in and Examined.

Rear Admiral *G. Elliot*.

1558. *Chairman.*] YOU are a Rear-admiral in Her Majesty's navy?—I am.

1559. How long have you been in that service?—I entered the service in 1827.

1560. Have you passed through all the different grades until you arrived at your present rank?—I have.

1561. Have you heard the greater part or the whole of the evidence given by Admiral Mundy before this Committee to-day?—I have heard the greater part of it.

1562. Did you hear that part of his evidence which related more particularly to the scheme which has been called Sir John Hay's scheme for promotion and retirement in the navy?—Before I answer that question, I think it right to state that I was one of the Committee who assisted to prepare that scheme; and, therefore, I may say, that I have already endorsed it, and in saying that, I consider that I have also endorsed the scheme of the right honourable baronet, the member for Droitwich, because I consider that the ground-work of those two schemes is the same. In the scheme proposed by Sir John Pakington, I perceive, at the end, that there are, as I may say, proposed modifications; and, therefore, it may be said that the groundwork of the two schemes is the same, and it is only in the details that they differ. I think it right to state this to the Committee, so that they may be aware of the position which I hold with regard to the advancement of this scheme.

1563. I need not ask you, after that statement, whether you are one of those officers who strongly recommend the principle of compulsory retirement, on account of age, being applied to all ranks in the navy?—I consider that it is the only means by which you can remove the dissatisfaction which exists in the navy, and which I consider has gradually increased since the last long war.

1564. Do you mean that the dissatisfaction has been increasing ever since that time, without being diminished, in consequence of the alterations which have been made from time to time with reference to this question?—After the last long war the lists had increased considerably, and in a short time officers began to feel that their normal condition was to be shelved on half pay, and they began to seek for some means of living by asking for retirement and increased pay. On many occasions this appeal has obtained a hearing, and has been brought before Parliament, and on far more occasions it has come before the Admiralty in the form of individual appeals, and the appeals of a number of officers together. I do not think it is necessary that I should explain that dissatisfaction did take place, because I believe it is now acknowledged by everybody that it has existed and does exist.

1565. I asked you whether the dissatisfaction had gone on increasing from the close of the last great war until now, or whether there had not been periods in that interval of time when the dissatisfaction was diminished in consequence of the changes which were made?—No doubt when the different wars broke out, which, unfortunately for naval officers, were only of short duration, their hopes were raised, and that feeling of dissatisfaction was lulled; also at different times retirements took place of a certain number of officers under different Orders in Council, which also removed for a time, to a certain degree, that feeling of dissatisfaction; but the feeling still remained, and it is on that account that I consider that nothing but a system leading to gradual and more rapid promotion will remove that discontent.

1566. You have spoken of the period of the peace at that time or a year afterwards; I believe the number of captains was 851; the number of commanders 813; and the number of lieutenants 4,000 and upwards. Was not there an immense disproportion of lieutenants as compared with the other officers, and was it not one of the great causes of the dissatisfaction and discontent which prevailed, inasmuch as it was a great impediment to the course of promotion?—There is no doubt that it was so. With regard to lieutenants and mates, to my knowledge, when I first entered the service there were as many as 10 and 12 mates in a 46-gun frigate. I have seen more than that number at one time in the Madagascar, and some of them had been 11 years a mate.

1567. Was not the limitation of the number of lieutenants to 1,200, in the year 1830, an improvement *pro tanto*, at any rate upon the system which existed a year after the peace?—I think there is no doubt that it was partly so, but had there been a list for the retirement of those officers, and that in their retirement they had obtained the next step in rank, and an adequate allowance, there would not have been that discontent felt at their position, as they knew what had caused it, and there must always be that state of things after every war if there are no means by which the list can be cleared, except by stopping altogether the entry of young officers, which is very undesirable.

1568. I will take you, if you please, to a subsequent period; to the Order in Council of 1846; did not that, to a certain extent at any rate, cause an improvement in the prospects of promotion for the officers in the Navy?—I have unfortunately not got the Orders in Council at this moment before me, and I am not exactly aware of what the character of that Order in Council was of 1846.

1569. In 1851 an Order in Council was issued which induced retirement to a greater extent than any previous Order in Council; was not that so?—Yes, for a time.

1570. And for a time that Order in Council diminished in some degree the feeling of dissatisfaction and discontent?—If it did not diminish, it, in reality, only lulled the expression of that dissatisfaction, as naturally, after a measure of that kind, officers considered that any appeal would not be listened to for a certain time afterwards; but I

question

question whether it did not, whilst it removed the dissatisfaction on the part of a few officers, leave a great many others in a more desponding state.

1571. Would you apply the same remark to the Order in Council which was last issued, and of which we have heard so much, namely, the Order in Council of August 1860?—I consider that the origin of this scheme may be said to have been that Order in Council.

1572. Will you explain to the Committee in what way you consider the origin of Sir John Hay's scheme is to be attributed to the Order in Council of 1860?—This is a question which presents so many features, that if I may be allowed to give a general description of how I think this scheme has originated, it may perhaps answer the purpose.

1573. In what way do you consider the scheme of Sir John Hay originated?—First of all because dissatisfaction in the service not only existed, but was founded upon just grounds; that acknowledgment came from many sources, from Parliament, and at last from the Board of Admiralty itself, and when Sir John Pakington's scheme was known to be in preparation, great hopes were entertained; but when that scheme failed to be carried out, dissatisfaction showed itself again. A private individual happened, fortunately, owing to his connexion with the Navy by family ties, to have taken an interest in this subject, and he wrote to many of his friends in the service to try and see whether naval officers could be got to express one unanimous opinion upon the subject, for the service had been, if I may use the word, taunted with this, that no two or three naval officers could ever be brought to agree upon any one subject. This private individual, whom I may name, for he is well known, was Mr. Harvey, to whom the service at large owes the deepest debt of gratitude, and who, at the sacrifice of his time, his health, and his money, has devoted himself to this purpose, and without whose aid this unanimity of opinion probably never could have been obtained. Being a civilian, he was not under the Naval Discipline Act, and I conceive that he had a right to communicate with any of the officers in the service, to seek their individual opinions upon any one subject, more particularly as it was connected with their own interests. After the failure of Sir John Pakington's scheme came the Order in Council of 1860, which gave little satisfaction, and a certain amount of evidence having been obtained by Mr. Harvey, this Committee was formed to consider that evidence, and great objection having been raised to the mode by which this unanimity has been obtained, and some blame having been attributed to those officers who contributed in maturing these opinions into the scheme which Sir John Hay proposed, I think it right to say that I myself came into that Committee at that time, and I found this mass of opinions collected, as I have stated just now by Mr. Harvey, already for our use, and all that remained for us to do was to prepare a scheme founded upon those opinions; and I thought that if we could prepare a scheme which would carry with it the general favour of the service it would be more likely to receive the consideration of Parliament than if there was any doubt as to its being acquiesced in by the service; I consider that, as long as the power of withholding the privilege of petitioning Parliament could be retained by the Admiralty, they would always raise an objection to any particular scheme, that it was not supported by the service at large; but the fact of this scheme having obtained general support has removed that objection, which was always raised to every scheme that was proposed.

1574. You mean that that scheme has, to your knowledge, received the general sanction and concurrence of a great number of officers in the Navy?—Yes, the groundwork on which the scheme was formed, but I dare say the details might be altered to advantage by further consideration and consultation. I am not at all sure that upon several points I would not change my own opinion upon the details of the scheme, so that it might be presented to the country with a knowledge, that if it is adopted it will afford general satisfaction to the great majority of the service. I think it would be weakening the prospects of this scheme if it were allowed to appear to the House of Commons that the mode of preparing this scheme has been such as to be subject to just blame on the part of the Admiralty of the day; I wish to remove that cloud which might hang over this scheme, as it would probably influence the House of Commons against it, if they thought that there had been any objectionable combination for the purpose of carrying it before Parliament. I do not wish to defend myself, but I am afraid that unless that impression is removed it may weaken the favour with which the scheme may be received by the country.

1575. What is the cloud which you suppose to rest upon the scheme?—I do not think that the House of Commons would be so anxious or so willing to listen to the petition of the officers of the Navy, if they were under the impression that the means adopted for obtaining the opinions of the service and preparing that scheme, were objectionable, and were such as in the words of the memorandum before this Committee from the first Lord of the Admiralty, "might be justly blamed as open to grave constitutional objections, and tending to establish a precedent injurious to the public service." I should be anxious, if possible, to explain the manner, as I have already partly done, in which these opinions were obtained, and the feelings which influenced other officers like myself to render their services whilst on half pay to the promotion of a comprehensive scheme, which might be laid before Parliament. I wish to express my opinion, that an officer on full pay is in, or belonging to, the fleet, and subject to the Articles of War and Admiralty Regulations; but that an officer on half pay is in a totally different position, and privileged to employ his time in any way that is consistent with the rights of a citizen of this country; and to prove that I am not saying this without having acted in conformity with that opinion, I may state that I withdrew my name from that committee on the day that I accepted employment. I not only withdrew my name, but I informed the committee that I no longer could devote my time in any way to such a purpose; and also on a previous occasion, when I was captain of the Channel Fleet, I disapproved of a memorial from the lieutenants of the fleet, because they were then in and belonging to the fleet; but I think the whole question as to the blame which has been attributed to the officers who have lent their services to this Committee rests upon the interpretation which may be given to the position of naval officers on full-pay and on half-pay.

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1576. As far as you were concerned, that plan was drawn up at a time when you were an officer on half-pay, and not an officer on full pay?—Exactly so.

1577. May I enquire what steps you took with reference to the circulars or otherwise, to obtain the information you desired to have with reference to the scheme from the different officers in the Navy?—Of my own knowledge, I never saw the circulars until yesterday.

1578. In what way did you obtain the opinions of the different officers in the Navy, so that the Committee may be informed of the extent to which that scheme, either in principle or detail, was submitted to those officers, and so approved and sanctioned by them?—The only opinions that I have ever seen or heard of were such as were obtained from officers individually, by private notes being addressed to Mr. Harvey, who had, I believe, sent certain questions, which were in the form of a circular, to those officers for their replies.

1579. At the beginning of the scheme it is stated that it is based upon the opinions expressed by more than 1,200 officers on the Active Lists in the different ranks in the Navy, and those opinions must have been expressed with reference to some questions which had been put to them. What was the nature of any scheme that was propounded to the officers with reference to which they expressed their opinions?—Without wishing to withdraw myself from the slightest responsibility with regard to preparing that scheme, I must at the same time state, that my services were of a very limited character, and that being satisfied with what was laid before me, I did not ask particularly what was going on. I believe—in fact it is evident—that the manner in which those opinions were obtained was by a printed form being sent from time to time; two or three of them on different occasions, after different particular events, were sent, each one probably with a more matured scheme, for the opinions of the officers. I do not believe that the details of this scheme have met with the unanimous approval of that body of officers, but the groundwork certainly has; and we have just reason to say that if it was carried it would receive the consent of a great majority of each of the different ranks on the full and half-pay, and Retired Lists; the opinion of a majority of officers, in every different position, having been obtained, sanctioning the groundwork of this scheme.

1580. Mr. *Ayrton.*] You have spoken of the circulars; do you refer to circulars from No. 1 to 8?—I never saw those circulars until yesterday; I have only now got from 2 to 7, but I know that some sort of circular was always used; I find that one of them is a circular upon the scheme of 1860, another is a statement of the expense, and so on.

1581. Will you refer to pages 2 and 3 of the Parliamentary Paper on Navy Promotion and Retirement; those pages contain 10 distinct propositions, and pages 3, 4, 5, and 6, and subsequent propositions contain the details of the scheme; am I to understand from your evidence that the groundwork of the plan, which you say these officers generally assent to, may be considered as the groundwork of the plan set forth in those 10 propositions?—Yes.

1582. But you do not mean to lead the Committee to conclude that the details contained in the subsequent pages were submitted to the officers, so that they have given their opinions upon those details?—I do not believe that they were submitted at all; it was merely the groundwork of those first pages.

1583. Do you adhere to the 10 propositions contained in pages 2 and 3?—At the present moment I may say yes; but I have my doubts whether, on farther reflection and consideration, there are not some portions which I might agree to seeing altered.

1584. But the main proposition which I take to be compulsory retirement on account of age, is that which you wish to apply to all ranks in Her Majesty' Navy?—Certainly.

Martis, 5° die Maii, 1863.

MEMBERS PRESENT:

Mr. Ayrton.
Sir Francis Baring.
Mr. C. Berkeley.
Mr. Dodson.
Sir James Elphinstone.
Mr. Finlay.
Sir John Hay.
Lord Clarence Paget.
Sir John Pakington.
Mr. Scourfield.
Sir Harry Verney.
Mr. Walpole.
Sir Henry Willoughby.

THE RIGHT HON. SPENCER H. WALPOLE, IN THE CHAIR.

Rear Admiral GEORGE ELLIOT, called in; and further Examined.

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1585. *Chairman.*] AT the close of the last day's proceedings, I think I had asked you a few questions with reference to the opinion and approbation which was supposed to have been expressed, by more than 1,200 officers on the Active Lists in the different ranks in the Navy, with regard to the suggestions called Sir John Hay's Scheme. I then wished to ascertain from you, if I could, the extent to which those suggestions were concurred in by all the officers to the number of 1,200. In answer to Question 1583, which was, "Do you adhere to the 10 propositions contained in pages 2 and 3?" you say, "At the present moment, I may say yes; but I have my doubts whether, on further reflection and consideration, there are not some portions which I might agree to seeing altered." With that qualified answer, so given, to the question I have read to you, I should be glad to know from you now, how far you give in your adhesion to those 10 propositions, or in what respect you have modified your opinion with regard to them?—First, with regard to the compulsory retirement for age, it might be a question on which I might afterwards come to a different decision as to the exact age of some of those ranks that have been mentioned; but at present I could not approve of any other age than that mentioned for the different ranks. Then, with regard to the minimum period of sea-service, I think that I myself have rather a stronger leaning towards lengthening the service in the junior ranks than probably other officers have.

1586. The length of sea-service now required, is two years for a lieutenant, and one year for a commander, I think?—I am speaking of the length of sea-service mentioned in the scheme, which is two years for a sub-lieutenant, four years for a lieutenant, and two years for a commander.

1587. No. 3 of those propositions says, "That a longer minimum period of sea-service be required in the ranks below that of captain, to qualify an officer for promotion to a higher Active List." I ask you whether the present period of service for a lieutenant is not two years, and for a commander one year, to qualify him for promotion to a higher rank?—It is.

1588. In either of those respects would you alter (and, if so, in what way would you alter?) the period of sea-service to be required of such officers?—I should certainly make the lieutenant's time four years, and I should also make the commander's time three years; and, going lower down, I am of opinion that three years is not too long for a sub-lieutenant to serve. My opinion is founded on the principle, that I would rather hasten the promotion after experience has been obtained than previously, as it is done in the French Navy.

1589. That is one of the points with reference to the 10 propositions upon which you would modify your own opinion; that is to say, as to the period of sea-service that you would require?—I might do so on further consideration; but I approved of what was proposed in the scheme of Sir John Hay, looking on it merely as a detail so long as it was accepted that the minimum period of sea-service should be longer in the grades below the captain. That was the principle; the number of years named was a detail.

1590. Do you, or do you not, think that the 1,200 officers who are supposed to have approved of this scheme, approved of that part of the scheme which requires a lengthening of the minimum period of sea-service?—I am not aware that they were asked upon that point; I am pretty confident that it could not be said that they had approved of the detail.

1591. That is a very important observation of yours with reference to the information which, I think, the Committee are anxious to obtain from you; namely, which, and how many, of these propositions the 1,200 officers have assented to?—On recollection, I remember perfectly well conversing with my brother officers in the Committee that was formed to inquire into this matter, when I recommended a longer time for a sub-lieutenant; it being said, I think by Mr. Harvey, that from the information he had obtained from the service, it was preferred as it was placed in Sir John Hay's Scheme to what I advised; but my opinion was for rather a longer period.

1592. Is there any other of those 10 propositions with reference to which you have modified your opinion?—I did not say that I had modified my opinion, but that I might modify my opinion upon further consideration in details; but that I have no doubts whatever as to the groundwork upon which the scheme was framed.

1593. Do you agree as to No. 7, and the regulations to be observed as to the entry of cadets?—Yes. With regard to No. 4, I think, upon further consideration, I might come to the opinion

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that it would be desirable to leave the power of selection from the rank of captain to admiral, to a certain extent, in the hands of the Executive; to give them the power of selection from the rank of captain to that of flag officers in the Navy.

1594. Then, in that instance, you would extend the present power of selection beyond the ranks to which it applies?—I think I might do so; I have that feeling to a certain extent. My reasons for saying so are, that I consider it cannot be desirable that the two extreme ends of the service, the highest rank and the lowest rank, should be inefficient.

1595. I think you stated that you agreed to No. 7, which regulates the entry of cadets according to the vacancies which have occurred in the Active Lists of the lieutenants?—I do.

1596. Will you carry your eye down to No. 8, the next of the propositions therein contained, "That a naval college be established, with training-ships attached, and that no cadets be sent to sea under 16 years of age?" Do you, or do you not, concur in that proposition?—I do, entirely.

1597. Do you think that there is no advantage in enabling the cadets to go to sea under 16 years of age, as they may now?—I consider that if training-ships were attached to a naval college during the summer months (in fact, for the greater portion of the year), those cadets would be acquiring nautical experience to a much greater extent in a training-ship than they could possibly do in a seagoing ship.

1598. Then that recommendation, as to a naval college, would depend, in your opinion, upon having a training-ship immediately connected with it?—Entirely.

1599. Will you carry your eye down to No. 10? That is a proposition to this effect: "That the position of warrant and petty officers be improved, and many of the duties heretofore performed by sub-lieutenants and midshipmen be entrusted to those officers." Do you think that the efficiency of the service would be improved by giving the duties now performed by sub-lieutenants and midshipmen, in certain cases, to the warrant and petty officers?—If the number of midshipmen is reduced in each ship, it would become a necessity; but supposing the number of midshipmen were not reduced, I have long considered that the many calls upon the time of the midshipmen, with regard to studies of different kinds, are so great that it has been desirable, for some time past, that more warrant and petty officers should be employed in doing the duties which in former days were performed by midshipmen. I may say that the number of midshipmen in seagoing ships has of late years been considerably reduced, and that in former days, in addition to that increased number which then existed, there were generally a large number of supernumeraries in ships. I should say that in the first frigate I served in, the "Madagascar," we had at all times double the number of mates and midshipmen.

1600. Then, as regards the efficiency of the service and the training of these young officers to fill the higher ranks of the Navy properly, would it not follow from your answer that, instead of reducing the number of midshipmen (and, in consequence of that reduction, transferring some of their duties to the warrant and petty officers), you should enlarge the number of midshipmen, to enable them to learn their duties more efficiently?—No; under any circumstances, those duties would be far more efficiently performed by petty officers and warrant officers trained for the purpose than by cadets, who would be trained to more advantage to the service in the training ships and college.

1601. Were you in the room when Admiral Mundy gave an entirely different opinion from that which you have now expressed?—Part of the time I was here.

1602. Did you hear his opinion upon that subject?—I do not recollect; but at present I may say, that when first a cadet comes to sea, his duties are almost performed by the petty officer accompanying him, and there is an inconsistency in that position of the petty officer. I have seen it clash frequently where a young cadet has sought to usurp authority as an officer, and the petty officer has been obliged to step in and save some disaster from his inexperience.

1603. You have gone through those 10 propositions more in detail than before, to obtain the information which I asked you for at first, namely, what the specific principle is which you call the groundwork of the plan to which the 1,200 officers have given in their assent?—I am in a better position than I was from recollection to answer that question. This paper which I hold in my hand is what may be considered to have been assented to by those 1,200 officers, and forms the groundwork.

1604. What paper is that that you hold in your hand?—It is headed, "Promotion and Retirement, &c. of Naval Officers."

1605. Is that one of the circulars that was sent round to the profession?—No, it is not in the form of a circular; but it was compiled from the answers received from the service, I fancy, by Mr. Harvey taking the mass of individual correspondence with officers which he had obtained. This paper may be presumed to represent the opinions of the majority of those officers.

1606. What do you consider is the groundwork of the plan which those 1,200 officers, or the majority of them, have assented to?—The 10 suggestions contained in pages 2 and 3; I satisfied myself that it was so.

1607. Sir *John Pakington.*] Am I to understand from your last answer that you consider, at all events, that the majority of the 1,200 officers who have expressed opinions do concur in those 10 propositions?—I was informed at the time that a considerable majority did, and from all the letters that I read, they confirmed that opinion; but I did not see every letter of every officer myself. I took for granted what Mr. Harvey had compiled, and he stated that it was upon the letters he had received; and I have no doubt it was so.

1608. Sir *Henry Willoughby.*] I understood you to say that you were one of the committee to draw up a scheme; was that so?—I joined the committee some time after it was formed; I was asked whether I would do so. I was then upon half-pay, and saw no objections in my own mind to giving my time to preparing a comprehensive scheme, if possible, for such a purpose; and I joined them.

1609. You draw a distinction between being on half-pay and on full-pay; if you had been on full-pay, you would not have been on that committee; am I right in that opinion?—When on full-pay, I am in or belonging to the fleet under the Articles of War, and subject to all the rules and regulations of the service. When I am on half-pay, I

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am not under the Articles of War, and I owe no obedience to the regulations of the service. I am under civil law, with all the rights of a citizen of this country; and I consider that I am only holding a retaining fee, which calls upon me to serve if ordered.

1610. Was the committee composed of half-pay officers?—Entirely.

1611. Was a scheme drawn up?—As is usual in such cases, the secretary of the committee did the chief part of the work, taking the opinion or instructions of the committee for his grounds of action; and when the committee met, he had prepared a minute upon what had been previously required, and it was considered over, and fresh instructions were given, which were carried out by the secretary. At last the present scheme became matured; and the decision of the committee was, that the first printed copy should be taken, in the most respectful manner, to the First Lord of the Admiralty.

1612. That is the scheme known by the name of Sir John Hay's Scheme?—Exactly.

1613. You have spoken of a state of discontent in the service: have you paid attention to the promotions which have taken place in the Active Lists for many years past?—Yes, I think I have; I have lived in the service.

1614. Is it your opinion that there has been, from year to year, a greater number of promotions from lieutenant to commander, and from commander to captain, without any probability of finding employment for those officers during the last 20 years?—At certain periods, and for a short time, this state of things existed. Promotions were more rapid after the China war and after the Crimean war, but in the normal state of the service I do not think so.

1615. Do you say that there have not been too many promotions with reference to the chance of obtaining active employment?—Only at times of war, which must always be the case.

1616. Do you think that in a time of war the promotions have not been too many?—The promotions have been in those times too many to prevent officers being necessarily unemployed in each rank; that was the question, I think, that I was asked.

1617. The effect of that would be, in times of peace, not to have sufficient promotion to satisfy the wishes of those various officers?—Yes.

1618. And that whether you look to the lieutenant, the commander, or the captain?—Yes, taking the Active Lists as they now stand.

1619. The numbers on the Active List were much larger at former periods than they are at the present time?—They were in previous times.

1620. Do you know the number on the Active List at the present moment?—Yes; there are 800 lieutenants on the Active List, of whom 600 are employed; and of those 600, 63 are acting as mail agents and on the coastguard service on shore: there are 37 in the coastguard ships afloat, 24 in the "Excellent" and the "Cambridge" gunnery ships, and 55 are in harbour ships, which leaves 421 lieutenants employed in the fleet at sea.

1621. Will you next state the number of the commanders?—The number of commanders employed under the Order in Council of June 1851 is 450: there are 206 employed, and 244 unemployed. In June 1851, by the Order in Council, the number of captains was 350; 110 were employed, and 240 were unemployed.

1622. Is it your opinion that there is a fair chance of employment, in a time of peace, for the numbers which you have stated of captains, commanders, and lieutenants?—It appears that more than one-half of the captains and commanders must be always unemployed, which is certainly not desirable.

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1623. Although the numbers are less at the present time than they have ever been, is it your opinion that the numbers are now still too large to give each of the officers, in their various grades, a probable chance of employment in their profession?—I do, certainly. I know that a commander, on receiving his promotion, at once acknowledges that he has no prospect whatever for three years of getting employment; that is the beginning of his career.

1624. Do you think it is fair to attribute any of the dissatisfaction that may exist in the profession to that circumstance, that when once they obtain their promotion, they appear to be for a time high-and-dry with respect to any prospect of employment?—That is the chief cause of the dissatisfaction, and the very inadequate means which they have of maintaining their position on half-pay; and further, if they do not take a hopeful view of their interests, they have nothing to help them; they see nothing in futurity but to remain on the Commanders' List on the same pay. They are prevented from employing their energies in any other way towards obtaining a maintenance, and, if they are married, towards educating their children.

1625. Would it not be an obvious corrective of an evil of that kind to reduce the number of promotions to the rank of commanders and captains?—You must commence the whole improvement by a comprehensive scheme; it would not do to take up one part of the proposed scheme, unless it was adopted as a whole.

1626. Assuming that it was taken up as a comprehensive scheme, adopting it as a whole, would not the result be to reduce the numbers on the Active List?—It would; it would reduce the numbers on the Active List; but I do not allow that it would reduce the number of available efficient officers. If you allowed officers to retire at a certain age, the Retired List would afford the means of selecting officers of that age.

1627. I understand it to be your opinion, that in a case of emergency you would have recourse to the Retired List?—By this scheme, it is proposed that the officers on the Active List should be all officers fit to serve in seagoing ships in the event of war.

1628. That is, from the lowest grade to the highest?—Yes; then those officers who have been placed on the Retired Lists, a number of them might, with great benefit to the service, fill many of the situations where the physical powers of a man are not too severely tried: for instance, in the coastguard, and packet service, and transport service, harbour ships and dockyards, and, to a certain extent, in your coast defence.

1629. Do what you would with the Retired List, you would practically reduce the numbers on the Active List, as it is now composed?—Certainly.

1630. Have you formed any opinion as to the number of captains, commanders, and lieutenants that you would think a fair number to keep on the Active List?—If I was asked at present, I would name the numbers as follows:—The Flag List, 60; the Captains' List, 250; the Com-

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manders' List, 300; the Lieutenants' List, 700; and the Sub-Lieutenants' List, 300. I am not prepared to say that if, when the working of the thing commenced, it was found advisable to increase one of those lists, it should not be done; but at the present time I would not alter it from the numbers I have now given, for I think that that would meet all the requirements of the service, equally as well as the present system does, in the event of a war breaking out.

1631. But those numbers would be below the numbers which have existed in any year for the last 60 years?—Nominally, not virtually; in fact, the Admirals and Vice-Admirals' List now may be reduced to a very small number (perhaps three or four altogether), who may be called active; we have just seen both of those lists passed over in appointing an admiral to the Mediterranean.

1632. Would you make age the sole test with respect to removing officers in those various grades from the Active List?—You must have some rule. The right of selection from the Retired List will exist, and it will be quite in the power of Her Majesty, through Her Government, to retain the services of any officer, if it should be deemed advisable, till he is beyond the age for active purposes; but it will remove entirely the unpleasantness which must exist at present on the part of old officers, when they see themselves constantly passed over when they are on the list, upon which they are allowed to remain in a state of expectancy.

1633. How would you propose to secure the activity of the Active List?—By a retirement on account of age.

1634. Therefore, you would make age the sole test?—Age would be the sole test, and I think it is the best.

1635. Do you approve of the ages which have been inserted in the scheme?—I do exactly at present.

1636. Would you carry into effect the compulsory retirement immediately?—At once.

1637. Without any improvement by degrees?—Without a day's notice, if I could do it.

1638. What is the rank of the chief engineer on board a ship; does he rank with a lieutenant?—I believe higher; but really, at the present moment, without the instructions before me, I cannot accurately state. It depends, of course, upon his position as an engineer with whom he ranks; when he enters the service he ranks with the junior officers, and as he rises in his own particular branch, he ranks with officers of a higher standing in the Navy.

1639. Sir *James Elphinstone.*] A paper has been laid before the Committee entitled "Copies of Letter from Sir John Hay to the Duke of Somerset," and "Memorandum of the Duke of Somerset, on the Promotion and Retirement of Officers of the Royal Navy." Have you read that paper, or seen it?—I have.

1640. Are you aware that there was a Committee on the Army and Navy Ordnance Estimates in the year 1848, over which the Duke of Somerset (then Lord Seymour) presided?—Yes.

1641. Have you ever read the Report of that Committee?—I did, at that time; but I have not done so lately.

1642. Do the terms of that Report correspond with the observations of his Grace the Duke of Somerset with regard to the scheme of Sir John Hay?—I think the noble Duke took a more liberal view then than he has done here.

1643. With respect to admirals on the Active List, there are certain stations where full admirals and vice-admirals have mutually been employed?—There are; it depends upon the importance of the position that an officer would have: for instance, in some cases where there is a court, such as at the Brazils, although the importance of the naval command might not be much, yet a high officer has been sent there, there being an Emperor and his Court at the Port of Rio. Then, again, where other nations have been concerned, usage has induced other nations to send an officer of a certain rank to these different stations; and we have generally found that the Great Maritime Powers have sent an officer of equal rank to the same station, so that they might meet on terms of equality, which of course is very desirable. Precedence has generally been granted, where active operations have been performed at sea, to the English, in consequence of their acknowledged maritime superiority; whilst on shore (the army, say of France, being much the stronger) a different course has been pursued.

1644. I infer from your answer that it is usual, where foreign nations are likely to have a large force, that the English admiral should be of such a rank as to be, in fact, superior to the officer whom he is likely to meet?—It is very desirable that he should be so, as the English naval force is generally, by far, greater than the naval force of any other nation separately.

1645. The Mediterranean Station is one of those stations where a vice-admiral has been usually employed?—Yes.

1646. On the present occasion the officer whose flag is about to fly in the Mediterranean is a rear-admiral?—Yes.

1647. Is the appointment of that officer supposed to be in consequence of the list having got into such a state that it is impossible to find a full or a vice-admiral to take that command?—I conclude that it is so; I think that I read that it was so stated when the question was put; that it was in consequence of this officer being the most efficient officer, and consequently the others must have been less efficient.

1648. Is not that a strong argument in favour of some alteration that will make the other grades of admirals more efficient?—I think so.

1649. Has the China Station been in the same position?—Yes; and the West Indian Station is in the same position. I do not know that there is any other station where a vice-admiral has usually been; but of late these appointments have been filled by rear-admirals.

1650. Has the suspension of the allowance called "batta" had, in your opinion, any effect in narrowing the selection of admirals for those stations?—Very considerably; because in peace time, I think I am right in saying that it is not usual to force service upon an old officer unless he is anxious for it; and, to a certain extent, a feeler is generally thrown out, to find out whether an officer wishes to go to any particular station. It is a courteous act of consideration which old officers have received, to a certain extent, from the First Lords of the Admiralty; and in that way I expect that if we had the record before us, we should find that the admirals have not shown any great disposition to go to China. From information that I have received from my brother officers, I believe

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I believe that three or four, if not more, were certainly asked the question in that way, and it was declined on the grounds that they could not afford to spend their own money, having families who had stronger claims upon them, and that the pay would not cover their expenses.

1651. With regard to the captains, is it not the fact that when captains have served the time necessary to qualify them for their flag, in most cases, they escape as soon as possible from the commands which they may happen to hold in peace-time?—I regret extremely to say that such has been the case of late years in several instances; whereas when I joined the service, the great ambition of every officer was to serve at sea in all ranks. The sea-time was then the most powerful influence that an officer could use at the Admiralty for promotion, and for obtaining the appointments which are coveted in peace-time on shore by officers in the Navy; but gradually, I have noticed that sea-time has been considered of less and less importance, until of late years I believe that, when once they get into the groove of going to sea, they may give up the prospect of shore appointments. I consider that that is partly the cause of naval officers, including captains, leaving their ships as soon as they have completed their sea-time.

1652. In point of fact, they cannot afford to remain any longer?—It is no longer a lucrative appointment; on the contrary, they are money out of pocket, if they live in the manner in which they ought to live, and in which they are expected to live. I do not mean to say but what some captains have managed to save money out of their pay, but I do not think that their style of living was such as was beneficial to the service which they belonged to.

1653. Then, in point of fact, the present system resolves itself into a system of purchase; for an officer must expend for a certain time his private means to enable him to obtain the benefits of flag rank?—I do consider, making a comparison in that respect between the Navy and the Army, that virtually, from the time at which they start, the expenses which are incurred by naval officers necessarily may be considered as equivalent to purchase.

1654. Has not that the effect of driving a great many young men out of the lower grades of the service?—I do not know of my own knowledge whether young officers have left the service, but I have heard it stated; I do not know it.

1655. Have you seen any statement of the percentage of the cadets who disappear after they come to an age at which they might naturally expect to be put on the quarterdeck?—I have seen it, but I am not sure that the cause of their leaving the service is the prospect of pay; I hardly think that cadets or young midshipmen have arrived at that time when they consider that matter very much.

1656. What, in your opinion, is the cause of their leaving?—I think that, owing to the great amount of study that is required of them and the difficulty which exists in seagoing ships to carry it out (not without great annoyance to the midshipmen themselves in many instances), they have got rather tired of it, and have left on that account alone; I think at the same time that the want of zeal which exists amongst the senior officers, the decadence of that zeal, and love of the profession which existed when I entered the Navy, makes a very powerful impression on the minds of the younger officers; and that the feeling which exists now is as totally different from that which existed between 30 and 40 years ago as it is possible to describe.

1657. Steam having been adapted to the Navy, the improvements made in the science of projectiles has, of course, created a necessity for a much higher description of education in the Navy?—I think certainly it has, and that is the reason why I am in favour of a naval college with training-ships attached. The winter months, which are very much thrown away in the education of young officers as to practical seamanship, would be devoted to their scientific studies, and in the summer months they would be in these training-ships. I am convinced that they would learn more of seamanship in a training vessel in a month than they would probably learn in six months in a seagoing ship. If you look to a first-class boy taken from one of the training brigs, it is a known fact that he knows as much, generally speaking, of seamanship as many of our able seamen. In the same way a midshipman, I think, would obtain that practical knowledge of the service which is still so much to be desired.

1658. The practical necessity for being instructed in the more abstruse branches of the profession on board Her Majesty's ships differs materially from what it was when you first entered the service?—Much more knowledge of the scientific branches of the naval profession is now acquired than was acquired in former days. If we read naval history, it tells us that close action was our system; and I believe that that close action, to a certain degree, covered a want of scientific knowledge of gunnery. I hear of some of our best actions, which were fought when the crews had had very little training, and the same spirit must have existed amongst the officers; but scientific knowledge of every kind, of steam and gunnery especially, is acquired to a far greater extent at the present day than it was in former times. Navigation was then the chief element of education; gunnery gradually crept up, and steam has now been added to it.

1659. So that, in point of fact, the curriculum of knowledge has been continually increasing?—Yes, certainly.

1660. It is, therefore, probable that the young gentlemen of the present day do not fancy the grinding in the captain's cabin so much as the youngsters of former days did the performance of their duties on deck?—In former times there was only one examination, and now, I think, there are three, before an officer can become a sub-lieutenant.

1661. In a paper which has been submitted to this Committee, I observe that it is stated by the Duke of Somerset, it is to be "remembered that the pay of naval officers was carefully revised in an Order in Council, of November 1816, and fixed with due regard to the rates of pay allowed to officers in the Army;" but in 47 years it appears, from your evidence, that the requirements of the officers of the Navy have been very considerably increased?—Their requirements in education have considerably increased, and their requirements of other kinds, all of which involve expense, have also increased. They are required, I think, to take a higher position in society than they used to do; but when I say a higher position in society, I mean to say a higher standard of living, that their style of mess and dress is more extravagant; in fact, I may express it in this

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this way, that the pint of porter and the clay pipe of the old lieutenant, which have sometimes been seen, are no longer known.

1662. We may then infer that the inducements to remain in the service are as they were settled 47 years ago, while the requirements in the shape of scientific knowledge have increased in a very great ratio?—Since 1816 they certainly have, as you put it; but the gravest point which concerns a naval officer since 1816 is that, whilst his expenses have been increasing, his income has been gradually decreasing.

1663. I wish to know whether the other inducements to remain in the service have decreased or not since 1816?—If I was allowed to offer a recommendation to this Committee, it would be to send for the Greenwich Books, which would show the Committee exactly the sum-total that has been lost to the pockets of naval officers during every year since 1816. Greenwich Hospital always receiving a certain portion of the freight, the books of Greenwich Hospital would show the sum-total that has been lost; and I believe that the Committee would be astonished when they saw the amount of it.

1664. Do you think that the absence of these inducements is one of the causes of the present disinclination to continue in the service?—I have not the slightest doubt that it is so. Pay was never looked upon as giving a remunerative return alone; in fact, it was little thought of when prize-money was to be obtained, or hardly thought of. I believe that in former days, one of our great economists as a naval commander, Lord St. Vincent, when asked about naval pay, used this expression, that if any officer went to sea, and did not make prize-money, it was his own fault; which was as much as to say, that pay was not the sole remuneration that an officer received. I think it may be said that all the rest but the pay is, if not gone, at any rate going.

1665. There is another point upon which I desire to have your opinion, which is as to the mode in which officers' time is calculated: are the officers in the Navy satisfied with the mode in which their time is calculated?—I think that one of the very great requirements is, that sea-time should be clearly defined.

1666. Where would you begin?—Sea-time was intended to represent an officer's experience at sea; and, consequently, employment in a harbour-ship of any kind is no test of experience at sea, and should not be called sea-time.

1667. Is it not exceedingly inconvenient that there should be different modes of calculating service: may it not be the case that an officer who is in a seagoing ship may be required to lie for 12 or 18 months in a harbour abroad, his sea-time going on, while an officer who is probably employed in the education of boys in a harbour at home, engaged in probably the most tiresome occupation that can be found for a man, is mulcted of his sea-time by an arbitrary regulation of the Admiralty?—I think that it should be so considered, in the case of a ship lying a long time in a harbour; but I maintain that whether that sea-time is short or long, whether the number of years now required is reduced or not, still sea-time should represent sea-time alone; as I know that officers have reached flag rank with their five or six years of time counted as sea-time, but during those five or six years they have seen very little service at sea.

1668. Would it not be better that such an anomaly should exist, rather than that a large number of meritorious officers, who have spent many years as mates or lieutenants, should be deprived of the time they have served by an arbitrary rule?—I certainly think that the sea-time of a commander and a lieutenant (but especially a commander) should be considered in deciding that point. I know a very valuable officer at this moment, who yesterday told me that he would want a few months of serving his sea-time for his flag, which was six years; and he had been in active service at sea for, perhaps, a longer period than almost any other officer in the service, and still is an active officer.

1669. Is there any reason why the sub-lieutenant's time should be suppressed in counting time for his pension?—Certainly not.

1670. Is it not a fact that many officers who are now on the Reserved and Retired Lists have served for 10 or 12 years as mates, which time is not computed at all in their service?—I think that their time certainly should count, and I think that every inducement should be held out to officers to take active service at sea, as being the only means by which we should get back that zeal which used to exist, and which can only exist when service at sea is sought for as an advantage.

1671. I suppose that in the event of a war, it might be necessary to increase the lists of the sub-lieutenants and lieutenants?—They must necessarily be increased.

1672. No list that you could possibly sanction at the present time, with a proper view to the service as it at present exists, would be sufficient in the event of a general naval war?—Sufficient at first. I consider that it would be very easy to have a scheme by which there would be a sufficient number of officers at the outbreak of a war; but if we are to anticipate such a contingency as that any of our officers should be taken prisoners, or killed, then, no doubt, the lists must be increased; especially if a great number of our officers were taken prisoners, the lists must be increased. We read, I think, that in the last war a very large number of officers were prisoners at one time.

1673. Therefore, there must be a great number of lieutenants who can scarcely look for promotion to the higher ranks of the service?—After a war the list would be overcrowded, but if a system existed of retirement, such as is proposed by the schemes which are under consideration, an officer would know his position at once; and if he had but little prospect of getting on in peace time in the service, he would know, when he arrived at a certain age, that he would get a step in rank and increased pay and retirement, and he would be satisfied. He must know that a period of war necessarily increases the list, and if he cast himself among the unfortunates on that list, he would have something to look forward to, which at present he has not.

1674. What do you consider to be the life of a lieutenant who is kept on active service, taking it as it is now: how many years of efficient seagoing service can you get out of him?—I think it is the uncertainty of his prospects, to a great extent, that tires him out, if that is what the question refers to. If he knew that a portion of the promotions was made by seniority, and if he knew that sea-time would give him another claim for promotion, and the position that he held as a lieutenant a claim to promotion, and that that claim

claim was respected, he would see a certainty before him, and he would not repine; but it is the uncertainty of his position now, which I think tires him out very soon, and makes officers lax in their zeal.

1675. Practically when a lieutenant, without a chance of promotion, reaches 40 years of age, he is not a desirable officer for a sea-going ship? —The difficulty is that from a senior lieutenant in a ship is probably required the most active service, and so much at the time of the old war was this felt, when age incapacitated officers, that a power existed in the service on the part of a captain to name any lieutenant, even a junior, to perform the duty of the first lieutenant, and then an officer up to fifty years of age would do the duties of lieutenant perfectly well, because if physically unfit he would be invalided before that age.

1676. Does the position of a first lieutenant carry any advantages with it?—It is considered to give a claim, but still I think that instances may be referred to of first lieutenants of nine years' standing as first lieutenants not being promoted.

1677. Does not the Reserved Post Captains' List consist very much of old first lieutenants who have served as first lieutenants all through the war?—Those Retired Lists have proceeded from claims of officers of that kind.

1678. Whose claims were not recognised for many years afterwards?—I believe that was the case.

1679. Would it be desirable, for the purpose of creating and maintaining a body of officers, like the old first lieutenants, that inducement should be given to officers to look to that branch of the service as the road to promotion?—It is most desirable that the position of first lieutenants should be eagerly sought for.

1680. At the present time, is there any inducement for an officer to seek that position?—There is not sufficient inducement, and they do not seek it as readily as they used to do, or as they ought to do, either the position of first lieutenants or commanders of line-of-battle ships, the duties of which are both very irksome and trying.

1681. With regard to leave, is there any stated amount of leave to which a lieutenant is entitled? —Not that I know of, nor do I think it could well be done.

1682. If an officer has served four years in China, he comes home to this country, and is paid off, but is there any stated period of leave to which he is entitled to enable him to visit his friends, and regain his health?—It is, I believe, proposed that, if possible, in peace time all the seamen of the fleet should have one year at home after being three years abroad; that is part of the system of barracks which is proposed. I think that an officer should have the same privilege, and I think it would be one of the strongest inducements for officers and men to choose the naval service that you could offer, and that it would render the service popular.

1683. From your answer, I infer that there is no such privilege at present?—There is none.

1684. Mr. *Ayrton.*] Do you consider that the efficiency of the Navy, in the main, depends upon the efficiency of the junior officers in the Navy? —I consider that if the junior officers are not efficient their work falls upon the senior officers and disgusts them, and consequently it renders the service inefficient.

1685. If the junior officers are inefficient, of course there is less chance of the captains and admirals being efficient, is not that so?—The inefficiency that I alluded to was inexperience, which they would correct in after life, and become very efficient high officers.

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1686. Do you thing it fair, or reasonable, or just towards the junior officers in the Navy, when they have fulfilled all the conditions imposed upon them and qualified themselves for promotion, that they should be passed over, as they are now, in the Navy?—I think that the service would admit at once the great advantage of having some young officers coming forward; and if only a portion of the promotions was left to selection, I do not think that any branch of the service would complain, provided that the selections were for recognised ability and merit, and that the rest was fairly distributed to those who had served longest at sea, and who had taken the most difficult positions, such as those of first lieutenants and commanders; I think that in all positions in life claims of that kind are acknowledged, so long as they are not carried too far.

1687. Is it not the fact, that the junior officers of the Navy are largely superseded by what is called the process of selection?—I think that the great difficulty which exists, and which requires to be reformed, and might easily be reformed, is that officers should feel that their services are known and recorded at the Admiralty; and although that is, to a certain degree, carried out, I know, of my own knowledge, that it is not carried out in such a manner as to induce naval officers in the fleet to feel that if they serve zealously, and work hard, it will be so recorded of them as to lead to their promotion; I do not believe, even at present, if a young man enters the service as a midshipman, and works hard, and does his duty well, and possesses natural talent, but what he must get forward; but if he has not that natural talent, which is of a peculiar character, to make a seaman, I am afraid, that with all his work and all his zeal he can only get forward by leaving a loophole for him to get through, which is proposed to be done by this scheme; the recommendation being to promote a certain number for seniority and a certain number for their sea time, only leaving a small number for selection in each rank.

1688. In order to induce young men to remain in the Navy and apply themselves zealously to the study of their profession, would it be advisable to guarantee them their promotion when they have qualified themselves for it, without being passed over, as they are at present?—As long as there is any selection they must submit to be passed over sometimes; but we want to secure them a greater amount of security than they have had; I think it is desirable that they should have a greater amount of security than they have previously had.

1689. You are of opinion that they should have that guarantee, subject to selection for singular merit?—Yes, I am certainly.

1690. When you use the term "selection," the Committee are not to understand you, I presume, as using it in the sense in which it is understood at the Admiralty; but you mean a selection of officers on account of their superior merit?— Solely, because I look upon it that there is a natural talent which some people have, and which others have not, and which cannot be obtained by the hardest application, and which is that natural

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aptitude for seamanship that you will perceive in boys and in cadets; you will trace it probably in two or three months time; and you will be able to put your hand upon a boy who will be a sailor, and another boy who will not; and those who possess the talent which I have described are the officers, who, if their character is otherwise good, should be brought forward in the service for the benefit of the service at large; that is the selection that I would reserve, but certainly for no other motive whatever.

1691. You are probably sufficiently conversant with the List of Commanders in the Navy to be able to say whether any such process of selection has hitherto guided the promotion of officers up to the rank of commander?—To a certain extent I think it has; but I think at the same time that interest has a great deal to do with it; that is to say, if a captain has influence at the time, or if a captain with whom an officer has served happens to get into the Admiralty, or there is some happy combination of circumstances; but at the same time, I think it very seldom happens that the really able and clever officer who has worked hard, and continued zealously to try to get forward, is kept back—he may be kept back for a time—but if he possesses natural ability, I think it is very seldom that he is not brought forward.

1692. Of course that person who is passed over by any system of selection, except that which you have mentioned, seriously injures the position of all the other officers by keeping them back?—Yes; and it is highly objectionable.

1693. Does not the relative position of the officers of the rank of admiral depend very much upon what has taken place as to those officers when they were reaching the rank of commander?—It does; and it would be well if that principle which we have been talking of was generally adopted; but unfortunately it has not always been carried out, although I think of late years it has more than it used to be; still there are instances of officers whose services outside have not been recognised, yet who do get promoted.

1694. Do you think that the general impression of officers outside is, that this state of things has tended to some extent to disgust young officers, and prevent them from continuing in the Navy?—No doubt of it; it is a great source of the disgust.

1695. Have you observed the great difference of age and of service which now exists in the List of Admirals?—I have done so very often, and it was for that reason that I had formed an opinion as to the necessity for a more rigid description of what sea time should be, as I found admirals on the List who have had a very minimum portion of sea time to put them into a position in which a great maximum amount of nautical experience is required.

1696. Do you find that the officers who have been selected, and who now hold the rank of admirals at a comparatively early age, appear by their names to be in a great degree connected with persons of rank and influence as compared with other officers?—I think it would strike the eye that it was so, certainly; I do not like to sit under the possibility of its being supposed that I desire to conceal anything with reference to my own position, and I may state that if my father had not been an admiral, and if he had not been lucky in holding commands, I should not have been an admiral, or perhaps a captain, by this time; but he gave me every promotion that I have had in consequence of death vacancies, which luckily for me occurred at the very time that I wanted them. My father nominated his son, and in that way I was placed on every occasion over the heads of all those who had not the good fortune of having a father an admiral in the service. I was appointed at sea, for it is one of the rules of the service which gives a flag officer in command a death vacancy; it is a generally acknowledged rule, that an officer under such circumstances promotes his own relation; I believe it has always been done.

1697. Apart from your own particular case, that would be rather a selection of caprice than a selection for merit?—Entirely so. I have seen myself a very inefficient officer so promoted.

1698. I think, with the exception of the Honourable Admiral Grey, you are the most fortunate officer in the Navy?—I should think it is probably so.

1699. Apart from your own case, do you not think that this state of things has a very serious effect upon the minds of officers in the Navy, and tends to discourage their reasonable hopes of promotion, if they qualify themselves for it?—I consider that the Navy is in a most unsatisfactory state, and I consider that there is no reason why it should be so; we have all the means in this country now of having our Navy as efficient, if not more so, than ever, and far superior to those of other nations. It is heart-breaking to those who have been watching the gradual decline of the service in every respect to feel that it is so at all, and that it is only owing to the want of reform which has been perseveringly refused.

1700. Is it your opinion that retirement, on account of age, is necessary rather for the purpose of circulating promotion in the Navy than on account of the inefficiency of the officers at the particular ages specified?—On both accounts; but I would recommend it also on account of the officers themselves, and their own personal feelings. If an officer knew that when he arrived at a certain age he would be put on the Retired List, when he went there he would go with others and like others, and there would be no distinction—nothing humbling to him; but at present I can conceive the feelings of all those vice-admirals on every appointment which takes place of a rear-admiral into the place of a vice-admiral while they are all there expectant, it must be very ungrateful to them to find themselves thus constantly passed over, and it is a constant annoyance to them, whereas the knowledge that they must go to the list at a certain age would afford content to them. I believe that there is no instance of an admiral above 70 having been given any appointment requiring active energy, but what it has shortened his life; some live through it, but they generally shorten their lives. Even with regard to Portsmouth and Plymouth, if one looks back to see how many admirals have died there, I think it will speak for itself.

1701. Why do you think it is necessary to make a distinction as to age and retirement between rear-admirals and vice-admirals; is not the duty of the one and the other practically the same?—Certainly not. In a fleet you have a number of ships, a full admiral, a vice-admiral, and rear-admirals; their respective duties are known, and you may as well do away with all ranks altogether.

1702. Is

1702. Is not the duty of a rear-admiral, equally with that of a vice-admiral, purely of a moral and intellectual kind, and not requiring physical energy, like that of a captain or a commander?—A full admiral generally has (always, in fact) a rear-admiral under him, as captain of the fleet, also a vice-admiral. The vice and rear-admirals command the divisions, and it is necessary in points of discipline that there should be distinct seniority, for, if you had all rear-admirals, and one only came on to the list the day before the others, there would not be that distinctive precedence in rank that there is between a vice-admiral and a rear-admiral.

1703. My question referred to this: you have drawn a distinction in the proposed scheme with regard to retiring on account of age, between a rear-admiral and a vice-admiral; one is to retire at 65, and the other at 70, and I was asking you whether, as the duties of both are of a moral and intellectual kind, and not requiring physical energy, the same standard of age would not be equally applicable to the one as to the other?—With regard to the distinction between the age of a rear-admiral and the other admirals, I must say that I have often had doubts as to the necessity for it; and I think that there are as many reasons for as against it. I cannot say that I would not change my opinion as to making all admirals retire at one age; but still you must have a system. If you want a system you must, to a certain degree, carry it out systematically. The duties of rear-admirals commanding small squadrons are more active than those of a vice-admiral, who would have more assistants with him; the latter would be surrounded with more help. As captain of the Channel Fleet, and as a rear-admiral, not happening to have a captain on board at one time, I felt that I had a duty to perform, which certainly, if I had had more officers with me, I should not have done; I think the distinction is good as it is, 65 and 70.

1704. Do you think there has been sufficient experience of the working of the Order in Council of 1860, to enable the officers to form a just opinion of its results, or was the opinion so suddenly expressed in 1860, founded on a consideration of the case of the different officers in the service?—I think that after their expectations had been raised by the prospect of so beneficial a scheme as was proposed in 1859, when the scheme of 1860 came out it fell so short of their expectations, that it rather increased the dissatisfaction than otherwise, because it is always looked upon that after any measure of that kind has been adopted, it will be some time before the subject will be again resumed. I think it is owing to the scheme of 1860, which I think was incomprehensive, that this present Committee was brought about.

1705. Have the officers had sufficiently brought under their notice the great change that has taken place in the position of naval officers within the last two or three years as compared with former periods, which I will illustrate by this fact; that in 1848 the proportion of lieutenants to flag officers was 53 to 4; and in 1863 the proportion of lieutenants to flag officers is 35 to 9; do you not think, looking at the change which has now taken place, that in years to come there will be a great difference in the position of the officers of the Navy?—If I understand the question rightly I do not think so. After the very rapid promotions that took place during the last war, the list of sub-lieutenants were left bare; but I think that shortly there will be the same block again; those who are now entering as cadets will find themselves a long while on the list of sub-lieutenants. I think it is only a temporary state of things as to promotion that exists at present; and I think things will return again to their original state.

1706. Will not the ultimate promotion of lieutenants and of officers in the higher ranks be very greatly influenced by the fact, that the proportion of flag officers is three or four times as great as in 1848?—No doubt it will. I think that, looking forward to the prospect of promotion in future, if the lists are left as they are, the prospect is very unfavourable indeed to officers entering the service. In the first place, I do not think that the same number of officers will be required. I think that the new features which have been introduced into war ships will reduce the demand for officers rather, and if that is the case, it will reduce the promotion.

1707. Will it not reduce the demand for junior officers, if not of senior officers; that is to say, of officers below the rank of commanders, rather than those above them?—I should say that the number of ships depends upon the money that you expend; if a ship costs half a million of money, when we got five ships for that amount before, and if money regulates your naval power, you will only have one ship for five, and therefore only one captain instead of five afloat.

1708. Sir *John Hay.*] Will you be good enough to turn to page 20 of the paper relating to the promotion and retirement of officers in the Navy? In the first clause of that memorandum it is stated that "A committee of naval officers have met together, and by communications with their brother officers have obtained, as it is stated, a general expression of opinion to the effect, that the best measure for increasing the efficiency of the Navy will be an augmentation of their own pay." Can you state whether that is a fair criticism of the spirit in which the naval officers, of whom you were one, assembled on that Committee?—I feel certain that the noble Duke would not have expressed that opinion if he had been present himself, and had been perfectly cognisant of the feelings that influenced those who formed that Committee.

1709. Was it not rather with a view to promote the efficiency of the service, than with regard to any special personal benefit to any individual officer, that the suggestions were framed?—Certainly; and I heard often the strongest desire expressed on the part of that Committee to avoid anything which would have the appearance of party feeling or of want of respect for the authorities, or of proper deference to the Government of the day.

1710. Generally, on the question of pay, was it not endeavoured so to frame the suggestions as that there should be eventually a reduction in the cost to the country?—It was the great point that we aimed at, and we thought we should be certain to carry out this reform if we could show that a benefit to the service could be obtained, although by a temporary increase in the Estimates, yet a prospective diminution.

1711. Was not one of the reasons for which it seemed desirable to decrease the number of active officers on all the lists, a wish to enable officers to have more constant active employment, so that individually they should become more efficient?—That

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—That was one of the objects that was sought to be obtained.

1712. Are not the only means by which you can have efficient lists that of limiting the numbers, so that under the ordinary circumstances of peace officers shall have constant employment?—Certainly.

1713. Previously to the Russian war, the list of lieutenants stood at a very high number, nearly 1,200; and when the war broke out, it was impossible to find lieutenants for ships, because, although the list was so swollen by numbers, it was found that the officers, upon whom the country naturally calculated, were inefficient, and unable to serve?—I know that. I was told myself that they could not lay their hands upon lieutenants who were fit to serve; and I know that many of those who were sent on board ships were unfit to serve, and they were obliged to be sent home directly, if they did not leave before the ships left the harbour.

1714. Was there not a practical determination that no officer of more than 14 years standing, that is to say, no lieutenant of a seniority greater than 1846, should be obliged to serve during the Russian war, unless he specially applied for permission to serve?—They were obliged, to a certain degree, to limit the age, because some of those officers were so very old; I consider that this scheme would not in the slightest degree reduce the number of lieutenants available in the event of a war breaking out to-morrow; I think that if you take those, as I have mentioned before, as serving in the gunnery ships and guard ships, and in those different ways, if they are all active officers, and they are all taken out, and their places are filled by lieutenants on the Retired List, you would then have 700 lieutenants, all of them active, and a greater number of available lieutenants than you have now.

1715. Having that number of lieutenants, there would also be officers who, having had their energies specially directed to the sea service, would be more efficient either for promotion or for active service in case of war?—Certainly; it speaks for itself. The only way in which efficiency can be obtained is by practical knowledge, which can only be obtained by going to sea; you cannot learn to be a sailor by reading a book.

1716. Is it not a fallacy to suppose that a sudden expansion of the fleet, on the breaking out of a war, can be carried out by retaining upon the Active List of officers those whom it is impossible to employ during peace, so as to give them the opportunity of gaining experience?—It is that very system which necessitates to such a degree selection, and which selection is so much objected to in the service.

1717. To go further, does it give that which it pretends to give; does it secure for the country the services of efficient officers, in case of a sudden expansion of the fleet on the outbreak of a war?—Certainly not, their experience is more limited; and if a war breaks out within a week or two they may be in the Channel, and upon their experience will depend the fate of that fleet; they will not have time to learn anything after the war breaks out.

1718. In the event of a sudden expansion of the fleet in a time of war, might not some considerable service be expected, in certain ways, from the officers of the Naval Merchant Reserve?—As practical experience can only be obtained by serving at sea, the officers of the mercantile marine are the only resource in the event of your wanting nautical experience after your own lists are expended; and the present system is admirably adapted for that purpose, because, in the first place, it is a volunteer system, by which all those officers in the merchant service, who fancy going into the Navy, on serving in the event of war, come forward, and put down their names, and attach themselves to the service to a certain extent, and their thoughts are naturally directed to what may some time come before them; they begin reading books, and working out those subjects, and thinking over these matters; and then when war breaks out these men will be ready to hand, and be more efficient than if you had to begin recruiting for them, as we did for second masters on the breaking out of the Russian war.

1719. As privateering has been abolished by European nations, might not a great increase to our means of offence against the commerce of the enemy at the outbreak of a war be obtained by commissioning the contract mail steamers, and other vessels employed along the coast?—I look upon it that a great deal might be done in that way.

1720. Would not those vessels be satisfactorily officered on a sudden emergency by a large proportion of officers to be drawn from the Naval Mercantile Reserve?—Certainly.

1721. Then, supposing we maintain a sufficient Active List to command the fighting ships of the Navy, we have the means of expanding our naval force in the way I have suggested?—We have. I think that as the commerce of this country has become more wealthy the individual character of the officers belonging to the mercantile marine is approaching much more to the requirements of the naval service in the way of education; for, in fact, an officer would be of little use as the lieutenant of a ship, if taken from the mercantile marine, if his education did not enable him to acquire, or very soon to acquire, a knowledge of gunnery; and, I think, that in the merchant service many might be found who would prove very efficient officers.

1722. Is not that the direction in which to look, with the view of increasing the force of officers, rather than to the present system of maintaining a so-called Active List of officers, from a large proportion of whom no efficient service can possibly be expected?—There is no question at all as to the choice between the two; the one would be an efficient means of strengthening, at once, your naval service by experienced officers, and the other would be merely retaining a number of very inefficient officers who, from age, would not be serviceable when they were wanted; and, further, the Naval Reserve officers would not remain a clog upon the list afterwards, but return to their previous occupations with the honours they had gained.

1723. Would not that be a reasonable manner in which to meet the enormous charge, which is known as the dead weight?—It is the best means, I think, that we have at our hands.

1724. With regard to certain proposals which have been occasionally made, but which do not appear in the suggestions—I mean the proposal to change the titles of certain of the naval ranks, especially the rank of lieutenant, has it not been found of late years, in the combined operations of land and sea forces which have frequently taken place, that the title of lieutenant, applying in the army to a rank much inferior to that of lieutenant

lieutenant in the navy, has led to complications and to placing naval officers in a position of disadvantage, and is it not therefore desirable to change the titles of naval officers, in order that these difficulties may not occur?—I think not; I am averse to changing those names which are so well understood and so well known. I think that the sub-lieutenant is an improvement; I think that the captain of a ship is a name so thoroughly well known, that if all lieutenants were made captains it would cause greater difficulty than exists at present between the army and the navy when they come in contact. I should object to the alteration of the names; I think that more harm would follow from it than good, and after all it is a matter of so very little importance.

1725. Mr. *C. Berkeley.*] A question was put to you just now by Sir John Hay, with respect to the seniority of the lieutenants who were employed in 1854, and you were asked whether it was not the rule at the Admiralty, that no lieutenant above the seniority of 1840 should be employed. Does not that rather show that all lieutenants above that seniority had, although well fitted for employment as first lieutenants, been promoted; or, in other words, do you not think that if there had been any lieutenants fit for employment, the seniors would have been appointed to line of battle ships?—I thought it meant that those above that seniority were unfit to serve, not that they were promoted—that they were all too old to be employed, although still on the Active List.

1726. Are you aware whether any were appointed in 1854?—I am not.

1727. Referring to the question about the warrant officers, I believe the complement of mates and midshipmen was reduced at the time you had the "James Watt"?—Yes.

1728. You are aware that there was an order then issued that warrant officers might be employed in lieu of mates or midshipmen, if the captains applied for them?—To a certain extent there was an order to that effect. I think that a line-of-battle ship might have three, but it was in very few instances that they could obtain more than two, on account of the paucity of warrant officers; but I may say that I do not know what we should have done without them.

1729. Had you some of them in the "James Watt"?—Yes. I would have taken any number of them, and I think I got two.

1730. Did you find that the warrant officers, particularly the boatswains, did good service in lieu of mates or midshipmen?—Their services were invaluable; and with reference to the proposed scheme, I think that every line-of-battle ship should have two of each class—gunner, boatswain, and carpenter.

1731. Were there not several other warrant officers employed in other ships besides the "James Watt"?—Yes; and in every instance I heard that they were highly valued. There were only too few of them to be obtained.

1732. Are you aware of the instructions relative to the promotion of flag lieutenants in the case of haul-down vacancies?—I am.

1733. Do you consider that those instructions are satisfactory, and that they work satisfactorily?—I think, in order that they should work satisfactorily, certain restrictions ought to be imposed as to the selection of that officer by the flag officer. I would not deprive the flag officer of the means of patronage by the promotion, but I would, if possible, form a staff from which he might select his officer, as is done in the army. I am speaking figuratively, but I should like to see some arrangement of that kind as to the length of service of the officer, and some test of his ability, to enable him to be selected by the flag officer as flag lieutenant. I think it is very injurious that an admiral should be allowed to select a young sub-lieutenant, just promoted, to be flag lieutenant for three years, and then obtain his promotion.

1734. Are you aware that there have been recent instructions upon that point, and that the practice has been altered?—I know that it has been partly done; but I do not think that it has been sufficiently carried out.

1735. With regard to the list of captains, is not the present state of things this, that the captains are divided into three classes: one class who never go to sea, either because they cannot obtain employment, or do not wish to go to sea; another class who do go to sea, but who do not serve sufficiently long to get upon the Active Flag List; and another class, who do serve as captains, and obtain their promotion to the Flag List?—It is an imaginative division.

1736. Is it not practically so, that there are three distinct divisions?—No, because there is no officer on the list who considers, until the day that he finds himself retired, that he is not to get a rise; he is always expecting it; always dissatisfied at not obtaining it; and he is always begging for it.

1737. Are there not two classes, those who succeed, and those who do not succeed?—Yes; but still those who do not succeed to-day expect to succeed to-morrow.

1738. Do you consider that it is just when they are retired—supposing the principle of age to be carried out—to give an admiral who has served afloat, both as captain and admiral, only the same retiring rank as an officer who has not served in the rank of captain?—If that was the state of the case, it would be unjust; but it is specially provided that he carries with him all his claims on to the Reserved List for all pensions; they are specially handed over to the Reserved List; and therefore an officer on the Reserved List carries with him every claim that he had before in the service for all the good things that are to be found on the Reserved List.

1739. Would it be fair to give an admiral on the Retired List, who has come from the Active List of admirals, the same advantages, or rather *vice versâ*, as one who had never arrived at the Active List?—By placing themselves according to their seniority, I certainly should say that the lucky one who got employment should carry with him all the advantages, and be eligible for any of the good things to be found there: I do not think that that would be unjust.

1740. If the principle of retiring by age is applied to all ranks, and also the principle of promoting officers by seniority is partially applied, do you think that those officers who are promoted by length of service will be sure to arrive at the rank of admiral?—If not, they know when they enter the service, as a certainty, the prospect which lies before them, and that prospect is a far better one than they have now under present circumstances; it is a step in promotion and increased retirement.

1741. You know the List which is called the Reserved Pension List for admirals?—Yes.

1742. Do you think that the principle which

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is carried out with reference to that List is a good one, and that it works well and gives satisfaction?—To obtain a system and to be certain, I would transfer all pensions, except for wounds, to the Reserved List, and let the officers who found themselves there, however they may have come there, claim all their services when upon that List, in order to obtain the good things that there are to be found; that is the system, a broad one, but it is fair for all.

1743. Will you be good enough to inform me whether, after you had been on the Committee, the scheme which was approved of by a large number of officers was sent to the flag-officers afloat and ashore, and also to captains afloat and ashore, generally?—I believe it was; I am sure that it was to the flag-officers, for I know one whose answer I read; the answers were all obtained through the secretary. I wish it to be understood, I am not flinching for one moment from my own responsibility in having advised that opinions should be obtained; and being an officer on half-pay, I felt myself quite at liberty to act as I thought proper.

1744. Is there anything in the regulations against officers on half-pay so acting?—Nothing whatever; I think it would be very hard if it were so.

1745. Mr. *Finlay.*] You have stated that you were in favour of employing warrant and petty officers in the duties of sub-lieutenants and midshipmen; were you present the other day when Admiral Mundy gave his evidence?—Yes, I heard that part of it.

1746. He gives as his reason for not employing them this, "Because the warrant officers are, with the exception of the gunner, perfectly unfit to do quarter-deck duty; one could not put a carpenter there who would know nothing about the quarter-deck, and the boatswain is not a proper man to govern the others"; you are not of that opinion?—I have not proposed to place a carpenter in such a position, but I think the gunner and boatswain might.

1747. In the 10th suggestion, it is stated, "That the position of warrant and petty officers be improved, and many of the duties heretofore performed by sub-lieutenants and midshipmen be entrusted to those officers"; do you think that that is desirable to carry out your views?—Yes; but to place him in command of the quarter-deck is one thing, and to place him to do some of the duties of midshipmen is another; I should not deprive a ship altogether of her mates and midshipmen; only that there should be a reduced number, still leaving those mates and midshipmen as executive officers for certain duties; a warrant officer would only be doing subordinate duties, particularly about the decks, and there is no better mate of the deck than a warrant officer—a gunner or boatswain—the men submit more to his management; but I think it is injurious for the executive officers to be thrown so much into contact with the men, for instance, the mate of the lower deck. There must be, I think, a certain amount of familiarity from the presence of the executive officers amongst the men, and this does more harm than good; this reminds one of the old story, that too much familiarity breeds contempt; but a warrant officer is an admirable mate of a deck. I would have two upon each deck, if I could; one, certainly. Then there is the orlop deck; and in action you want some one over the magazines as well as the gunner in the magazines; and if you had a warrant officer on each deck in action, that warrant officer would be a most valuable acquisition to every ship, and the petty officers would be much more capable of performing duties which they are now sometimes expected to perform, that is of the cadet, if they actually held the position, and it were known by the men that they ought to feel the position. In the Baltic, where we had very few mates or midshipmen, I took a dozen petty officers; they were chiefly coastguard petty officers, although some were not, and I made them quarter-deck petty officers, and I employed them as mates of watches, and to go away in the boats; and if I could have put a tail coat on to them, I would. I found at first that there was a little difficulty; but by selecting the men I found that they stepped into their position gradually, and it answered perfectly well. In former times, I think that, when young officers performed these duties, it was more for the benefit of the young officers themselves, in order that they might acquire experience, than for the benefit of the service. And if you were to teach these young officers these same duties in training ships, the service would gain by the substitution of petty officers and warrant officers in the same way that there are non-commissioned officers in the Army; at the same time the young officers would not lose, they would gain experience elsewhere.

1748. It is recommended "that the position of warrant and petty officers be improved;" does that relate to their pay or their position in the ships?—If you expect a higher duty from them you must give them an inducement. Unfortunately, we none of us serve exactly for the honour of the thing; and if a petty officer is supposed to take a higher position, and to separate himself more from the men, which is a most desirable thing, the barrack system on shore, I believe, will be the only means by which it can ever be done; by starting with a line of distinction between the men and the petty officers, you will keep it up on board the ship afterwards.

1749. If you raised the position of the petty officers, would that make the service more popular amongst the seamen?—Yes. A seaman is ambitious to become a petty officer; he has the same pride in commanding his fellow men that we all have; it is power in his hands, and the higher you raise the petty officers the better the men will behave, and the greater encouragement there will be for them.

1750. Mr. *Scourfield.*] I believe you stated that the efficiency of the service depended upon the conviction of the officers that their services were faithfully recorded?—Yes.

1751. Can you suggest to the Committee any external means by which such a record could be enforced upon the authorities?—It is very simple, I think. I believe to a certain extent it is done, but it is not sufficiently done; it is not kept up; I think that at the present time it is kept by each individual Lord very much at the Admiralty; there is a record kept, and there are private reports made, but I do not think that it is complete; I speak from my own experience. When I have been at the Admiralty I have seen the name of an officer on the book, but I have observed that three or four very strong letters of mine, recommending an officer, were not there at all: where they were I do not know, but I know it is supposed that there is something of that kind wanting. I do not think that it is a complete system;

system; I think that there should be a book kept, and as every cadet enters the service his name should be entered in that book; and every recommendation that is made, by every individual officer, with respect to that cadet, should be entered on that page, and so go on keeping it up until he becomes an admiral, so that you might see his whole history written down there, and all the recommendations. I would court those opinions; and if it is said against that suggestion that you may find officers spiteful against the juniors, the characters of officers are well known in the service; and if you saw that all the rest of the recommendations were good, and one or two were bad, you would know the character of the complaining officer, and if he was a good officer you would conclude that the other had behaved badly in that ship. If you saw that all the rest of the recommendations were good, and that one only was bad, and that the superior officer had a certain character in the service for not being quite fair, that would not go against the other officer. I think that a record of that description is most necessary from the day that a boy enters until he leaves the service; every word that can be said for and against him should appear there.

1752. Would not such a book be in the nature of a public document?—Yes.

1753. Not depending upon the responsibility of the executive and not to be published, but the record should be kept at the Admiralty, and should not die out with one administration after another?—No.

1754. Mr. *C. Berkeley.*] Do you not know that such a system was established by the Earl of Ellenborough, when he was First Lord of the Admiralty, and that a book is now kept, such as you have described, in the Commission Branch?—I have heard of it many times, and I have no doubt I shall be told it is so now; but I do not think it would stand the test of scrutiny.

1755. Sir *John Pakington.*] Have you ever seen that book?—I have seen some books several times.

1756. But that particular book which is kept in the office of the First Lord of the Admiralty?—I do not think I have; the one I saw was in the Commission Branch.

1757. Are you aware that that book fulfils exactly every condition that you have mentioned; that the service of every officer is there recorded, and that it is kept carefully filled up from time to time?—I was not aware of that, and I am sorry to say that I am still doubtful whether it is in the state that I should like to see it.

1758. Sir *Francis Baring.*] Have you seen the book?—Yes, I think it has been shown to me; I have seen many of those books. I saw one a very few days ago, belonging to a Lord of the Admiralty; there was a record, and an officer's name was turned to; and I said to the clerk, "Here are my recommendations within the last year or two," but not a word of them was to be found there.

1759. You were asked by Sir John Pakington, not as to the private books of the different Lords of the Admiralty, but as to the public books that are kept at the Admiralty. Have you seen those books?—I think I have at different times seen them, but not the First Lord's book. I was not aware there was a special book that the First Lord had; but I have spoken at the Admiralty upon this subject, and I was never contradicted there.

1760. I asked you whether you had seen the public books at the Admiralty?—Yes, several times.

1761. Lord Ellenborough's books?—Not Lord Ellenborough's.

1762. He instituted a set of books in which the services of every officer were recorded, and they were written up from time to time?—I must be told where those books are before I can answer this question. I have been in the office where the books have been referred to.

1763. They are enormous books?—I have seen them constantly, and referred to them, and turned them over, and seen the names of the officers. I have occasionally looked over them, to see whether a certain recommendation has been entered or not; and when I was spoken to about the First Lord's book, I thought it was some secret book that was kept in the First Lord's room; that I have not seen, but the book in the Commission Branch I have seen often and often; that is the one that I consider is very incomplete.

1764. Looking at the present Flag List, do you think there is a sufficient number of officers there to perform the duties required of the Flag List?—There are not sufficient in one sense, and they are more numerous than is required in another: because there are none of them fit, apparently, as they are all passed over.

1765. Of admirals, vice-admirals, and rear-admirals, are there not enough active officers to perform the duties required of them?—Certainly not.

1766. How many of them are afloat now?—Twenty, including all; unemployed, 79.

1767. Does that number include the Lords of the Admiralty?—Probably it does; but still I look upon it that the Lords of the Admiralty ought to be active men, and at present captains are employed where admirals ought to be.

1768. There are 15 admirals; do you think that there are not on the Flag List a sufficient number of active officers to perform the duties of those 15 flag officers?—It appears not, unless you take the rear-admirals to take the place of the vice-admirals and the full admirals, which I think is very undesirable and injurious to the public service.

1769. If you did so, there would be no difficulty, would there?—No; I should think that if you did there would not be any difficulty, considering that the rear-admirals were of a certain age. I do not exactly know what number of efficient rear-admirals there are, but I should think there were enough, or nearly so, to perform the duties of the service. I see that the number that was recommended was 60, there being now 51 rear-admirals; but I do not think you should decide only upon whether that is exactly the number that is necessary to do the duties of the service; you ought also, I think, to look in a certain degree to keeping up promotion. In the case of a war breaking out to-morrow, probably 51 might be enough, but I would rather say 60 than 50.

1770. The limit of age you propose to be 70?—Yes.

1771. How many of those do you calculate will be efficient; of the 60, with a limit of 70?—I have not gone into that matter very closely; but if I knew how many there were efficient on the Rear Admirals' List under 70 now, I might have an idea.

1772. You have stated that the officers on the

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Active List should be fit to serve afloat; that was your definition of an officer on the Active List; taking into consideration flag officers of 70, do you consider that you can insure that they will all be fit to serve afloat?—I do not suppose I could; but I should say, that if you were to go down 10 years younger, you might find a good many not fit; but I think that out of 60 you would find a sufficient number to supply the necessities of peace time, certainly; and in the event of a war, her Majesty has always the power of selecting captains for that purpose.

1773. On your flag list you calculate that there will be a certain number of the officers who will not be fit to serve afloat, if so, will it not come to this, that your Active List will contain officers who are not, according to your definition, fit to serve afloat?—If they are not fit to serve afloat, certainly they may be fit, physically, under the age of 70 to fill some of the appointments which flag officers hold at home in the home ports; only the other day we saw a flag officer at Portsmouth of 80 years of age, and I think we may have reason to believe that an officer under 70, generally speaking, might fill that office; but, whether or no, the scheme that we propose must improve the prospects of efficient officers to a certain extent, if it is not perfect.

1774. The scheme which you propose would superannuate a real admiral at 65?—Yes.

1775. Have you heard that Admiral Smart has been appointed to the Mediterranean command?—Yes.

1776. He would be superannuated to-morrow, otherwise?—No, he would not be superannuated, because he is found with his flag up, and by the proposed scheme he would remain; and not only remain, but his being found at that age with his flag up is rather a reason for believing that he is physically a luckier man than others in the service. By this scheme you will find that he not only may serve until his flag comes down, but for any period that Her Majesty may think proper. If he was retired to-morrow, there is no reason why he should not hoist his flag the next day, although on the Retired List it does not prevent selection; but it should be in such cases the exception, and should only be a selection under responsibility, and under such circumstances as the service would acknowledge to be correct.

1777. I think, from what you have stated, the appointment of Admiral Smart, you consider, might occasion some heartburnings among those who stand above him now?—I would rather not give an opinion upon a special case, but upon the principle I will. I think that the command in the Mediterranean, which has usually been held by a vice-admiral, ought to be held by a vice-admiral; he is a higher officer; it is a more dignified rank, and, I think, therefore, it must cause heartburnings to see a rear-admiral sent out in a time of peace.

1778. If Admiral Smart had happened to be above 65 years of age a month ago, and had been removed from the Active List, would it not have occasioned much more heartburning to have recalled him and to have appointed him above all the admirals on the Active List?—If I were to say that I thought so, I should acknowledge that I see the necessity for so doing, which I do not. The First Lord of the Admiralty must have seen a necessity for calling Admiral Smart out of the Retired List, to send him out to the Mediterranean, because, although he could do so, it ought only to be done in exceptional cases. I do not think that in this instance it would have been an exceptional case, and therefore Admiral Smart would have gone to the Retired List, and another officer would have been found to fill the appointment to the Mediteranean.

1779. Practically, the Admiralty would not have been able to appoint the officer whom they considered to be the most fit and proper person to select?—Unless they were prepared to take upon themselves the responsibility of appointing that officer because he was decidedly the most competent, and on account of special claims, should be appointed; for instance, if he had been a great diplomatist—had a great knowledge of the Mediterranean, from having served there for many years, or if he was an officer of distinguished service, and had gained the confidence of the profession,—there would have been reason for selecting him out of the Reserved List, and sending him to the Mediterranean; but it is necessary that all these should be actual facts.

1780. You have stated that you do not consider yourself responsible for the details of the plan, but for the general principles of it. With reference to the first proposal, "That a compulsory age retirement be applied impartially to all ranks, with an earlier optional retirement," is not that a question which depends very much upon details?—Certainly not. If you lay down a broad rule, it depends upon the extent to which you carry it out, which is a detail whether it is a good rule or a bad one.

1781. But it does depend, does it not, very much upon the details?—It does; but I do not think your question is at all in agreement with No. 1, because No. 1 says, "That a compulsory age retirement be applied," &c.; there is no compulsory age at present at all; it proposes a compulsory age, and if a bad compulsory age is named, the rule would be spoiled, but a compulsory age may be good all the same.

1782. Does not the goodness or the badness of the rule practically depend upon the age you fix upon?—Yes.

1783. With regard to the number of the admirals, does not that depend very much upon the age you fix upon, for if you fixed upon a very late age, say 80, you must increase your number of flag officers if you increase the age, must you not?—The principle of the plan may be good in itself, and if it is badly carried out, it is not the fault of the principle, but the system of carrying it out.

1784. The plan proposes, "A compulsory age retirement"; does that convey much information unless you state the details?—Yes, I think it does; I think that if you asked anyone almost what was meant by "a compulsory age retirement," he would say, it means it will be compulsory for an officer to retire at such and such an age, because he is unfit for service.

1785. Can you approve or disapprove of a plan unless you know what the age is to be, and the details of the plan?—The practical evidence is in the details here in the scheme.

1786. But I do not understand you to commit yourself at all to the details of the plan?—I think that if you read my words, you will find almost that they might have been omitted, because although we agree to an Act of Parliament to-day, we agree to change it to-morrow. I know many instances of very clever and distinguished Members

Members of Parliament who have changed their opinions. If we agree to this to-day, we may see a necessity to qualify it to-morrow, but still that is matter of detail; and I think I may quote the words of the Chancellor of the Exchequer with regard to the Income Tax, which were these:—"If you attempt to alter this—to remove one grievance, you will find that you will establish three or four more;" and I should be quite content to accept the proposed plan as a whole, feeling perfectly certain that you would be granting an immense boon to the public service, and to-morrow if little things were found to be out of order, you might correct them afterwards.

1787. Do you find that many officers do approve of the plan, as a whole, details and all?—I have hardly met two or three who have disapproved of it outside the walls of the Admiralty; the whole thing; I do not mean to say that they might not change some of the details; I think I might to-morrow; but they approve of it as a whole.

1788. Do you know an officer who approves of the whole scheme, details and all?—If bound to accept something to-morrow, I have no doubt they would; the officers of the committee all agreed to it unanimously.

1789. You were a member of the committee, and you do not consider yourself bound by the details?—I would not say that to-morrow wiser heads might not suggest better details.

1790. You stated that there were certain things which you were prepared to change your mind upon?—I spoke in a general sense, that whilst endorsing the scheme I was not prepared to say that I had given it sufficient consideration to feel confident that if the scheme was adopted, and it was proposed to re-examine the matter and go into details again, I might not alter my opinions upon some matters.

1791. Do you know a single officer in the service who agrees with the whole of the details of this scheme?—I do.

1792. May I ask you to give his name?—I beg to say that I will not give his name, but I may inform the Honourable Member that there were, I think, 20 officers, and amongst them six, or eight, or 10 captains in the Navy, who all belonged to the committee, and who endorsed the plan in its entire state as the best scheme they could propose, to the best of their judgments now, and yet I do not suppose that one of those officers, if you were to ask them whether they would not change their opinion as to some of the details, would not say, what I have said, that they would do so.

1793. Are any of those officers coming before this Committee?—Yes, if the Committee wish it, I have no doubt they will have them all. I have not heard of any one; but I am certain of this, that there is not one of them who will shrink from acknowledging that he had been on the committee.

Veneris, 8° *die Maii*, 1863.

MEMBERS PRESENT:

Mr. Ayrton.	Sir William Miles.
Sir Francis Baring.	Lord Clarence Paget.
Mr. C. Berkeley.	Sir John Pakington.
Mr. Dodson.	Mr. Scourfield.
Sir James Elphinstone.	Sir Harry Verney.
Mr. Finlay.	Mr. Walpole.
Sir John Hay.	Sir Henry Willoughby.
Mr. Maguire.	

THE RIGHT HON. SPENCER WALPOLE, IN THE CHAIR.

Rear Admiral GEORGE ELLIOT, called in; and further Examined.

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1794. Sir *John Pakington.*] On the last day you were examined, you were a good deal pressed with regard to the details of the plan which has been spoken of before the Committee as Sir John Hay's plan; which do you consider the more important consideration in this question, the principle at issue, or the details by which the principle is to be carried out?—Certainly, the principle at issue; if the principle is accepted, there is not room for any great changes in the details.

1795. Are you not of opinion that the exact details, either of Sir John Hay's plan, or of the plan I prepared, might be rejected consistently with the approbation of and the adoption of the principle, and of the necessity of some great change in promotion and retirement in the Navy?—I am; but I consider that the details, if the principles are adopted, must, in a great measure, point in the direction of the scheme of Sir John Hay.

1796. How many officers were there on that committee of which you have spoken, and of which you have stated you were a member?—I am not certain; but on asking the question a few days ago, I was told that there were 20; some of them being abroad at different times, I did not see them all myself.

1797. But you believe that there were about 20?—Yes, I heard them named; and I have reason to believe that the statement was perfectly correct, as it came from Mr. Harvey, who was cognisant of the whole transaction.

1798. You have had, I presume, considerable communication both with those officers, up to this time, and with many other officers of your profession, upon this subject; and if that be the case, can you state whether, without going exactly into the details of either of the plans proposed, that what the officers of the Navy generally attach importance to is the adoption of some new mode of promotion and retirement, founded upon the principle which is common to those two plans?—I have never heard but one opinion expressed, and that opinion pointed distinctly in the direction that you have named. I have heard different means proposed which I may call the detail of carrying out the principle of compulsory retirement; for instance, I have met with officers who approved of the modification which appears at the end of the scheme proposed by the Right Honourable Baronet, page 20, which modification would, as some consider, relieve the feelings of old officers from what they appear to dislike, namely, to be placed on the Retired List; and I have heard it proposed, as to that modification, that they should all remain on the same list, with the understanding, or by an Order in Council regulating it, that after a certain age it should be considered that they were not to be employed, and that a certain number of each rank, under a certain age, should be upon each list, and thereby that promotion would be advanced. I myself have considered this point very carefully during the last two or three days, and I have come to the conclusion, in my own mind, without the slightest degree of prejudice, because I should be very glad if one could remove in any way any objection that can be raised. I have come to the conclusion that such a plan would be, as it is stated here, more complicated than the other plan; and I do not think that it could be carried out beyond the two upper ranks of admirals and captains, so that the lower ranks would remain as before, and then there would exist an apparent inconsistency.

1799. The answer you have now given, I think, refers to what appears upon my paper as an alternative plan, on page 20?—Yes, it is.

1800. Calling your attention to my modified proposal on page 19, your description does not apply to that; instead of one list, it is proposed that flag officers should be on two lists: those above 70 on the first, and a certain number of each rank on the second; the principle being that those above 70 should still be "eligible for all honours and all employments," if the Crown thought fit, but that they should no longer impede promotion in the service; first, do you think that that plan is one, judging from your own feelings as a naval officer, of which the senior officers of the service would have any good or reasonable ground to complain?—I think that if that plan were adopted, to a certain extent the same objections would be raised to it as to the existing plan, because those officers would still be in an expectant position, and any selections that were made from them, unless it was a very

very exceptional case, would disappoint the others. I think that the name of the Retired List is more appropriate for officers above a certain age than if there were lists called the first and second list.

1801. Your answer has expressed your own preference for the Retired List for flag officers rather than for the arrangement here proposed; but excuse me for saying that your answer has not in the least met my question; my question was, whether, supposing the adoption of this scheme, you think that under such a scheme flag officers who were affected by it would have any good or reasonable ground for feeling hurt by such an arrangement?—I do not think they would. I do not think they would have any reasonable grounds of objection to the adoption of the other scheme; but I question whether they would not feel almost as great an objection to it as to the Retired List.

1802. Is it your opinion, supposing either of these plans to be adopted, that after the first novelty of the change had passed away, the senior flag officers would continue to feel any offence at an arrangement by which, at 70 years of age, they should no longer impede the promotion of the younger men?—I think it would wear away very soon.

1803. On the other hand, do you not think that all due respect should be shown for any natural feelings that might be entertained by those officers, and therefore that it would be desirable, provided the interests of the service were secured, to adopt any arrangement that would be the least painful to their feelings?—Yes, most certainly; particularly if it was not detrimental to the interests of the service at large. I think that everything should be done that is possible to alleviate that feeling which appears to exist.

1804. By the Order in Council of 1860, following very closely after this plan was made public, and which was so nearly being carried out, anything like an extensive adoption of the principle of retirement by age was, for the first time, introduced into the service; do you think that there is amongst the lower ranks, that is to say, the ranks of commander and lieutenant, a feeling of grievance and offence, that they should be subjected to the principle of retirement by age, while the higher ranks are exempted from it?—I think so, certainly; and the chief feature in that feeling I consider to be this, that if the system is not extended to the higher ranks, promotion is checked by it.

1805. You think it would be ineffectual, unless it were extended to all ranks?—Certainly.

1806. Are you aware of the calculations, or have you ever read in this plan of mine the calculations that were made by a very eminent actuary, as to the effects upon the service of adopting a system of retirement by age for all ranks, as proposed by my plan?—I have read on several occasions, and quite lately, carefully through the scheme propoosed by the Right Honourable Baronet; but I am not prepared to say that I have in my mind what the effect would be of it.

1807. Are you aware of the fact that that plan was founded upon accurate calculations, made by a very eminent actuary, Mr. Finlayson?—I was not aware of that; I have an idea it is mentioned in the scheme that it was so.

1808. Are you aware that, Mr. Finlayson having calculated what would be the number of deaths within a certain number of years, the plan was founded upon those calculations?—Yes; I am aware that it was so; I believe that that is the only safe means by which any calculation can be made, and that it is most correct.

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1809. Therefore, without the advantage of retirement by age in the upper ranks, the flow of promotion contemplated by that plan could not be arrived at?—Certainly not.

1810. I forget whether, in your former examination, you expressed any definite opinion as to the number of flag officers which it is desirable to retain on the Active List; do you think that the number proposed by Sir John Hay's plan, of 60, would be sufficient, under all circumstances, for the efficient service of the country?—I think it would.

1811. Do you think, in the event of a maritime war, taking all the chances and casualties of human life, that there would be a sufficient supply of flag officers for the service of the country if the number was limited to 60?—I think so; but if it was not a question of expense, probably 70 would be a better number.

1812. I think you stated, in answer to a former question, that you were not very decided in your opinion as to which was the best plan: to retire all flag officers at 70, or to retire admirals and vice-admirals at 70, and rear-admirals at 75, as proposed by Sir John Hay. What is your opinion as to these two plans, as affecting commanders and lieutenants. Sir John Hay proposed to retire commanders at 55, and lieutenants at 50; I propose to retire all ranks, below flag rank, at 60; or have you considered the difference between the two plans, so as to be able to state which would be the most beneficial to the service?—I would prefer Sir John's Hay's plan, and for these reasons, that a lieutenant would see before him an earlier period when he could get a step in promotion and retirement, and employ himself in some other way, being free so to do; I mean that a lieutenant who saw before him that he was not likely to rise in the profession. With regard to what I before stated, as to the retirement of admirals at 70, or at the ages of 70 and 65, upon further consideration I would prefer the two ages for the following reasons: a captain who is retired at 60, and is near his promotion to flag officer, would not feel it so disappointing if he knew, that had he been a month or two younger, and had got his flag just before he was 60, he should only hold it for five years, because he would be 65 before he came to the rank of vice-admiral; therefore, being taken off the captains' list, it would not be so great a disappointment as if he had felt that he would have been able to stay on the admirals' list till he was 70. And for that reason, I think that if the matter is carefully gone into, and weighed in all its bearings, it will be found that a graduated scale of age, on the whole, is better.

1813. Am I to understand you to be of opinion, that you would limit the number of lieutenants to 700 rather than to a larger number?—There again the question partly depends upon whether expense is to be considered.

1814. I wish you to answer the question solely with reference to the interests of the naval service, and nothing else?—I think it very undesirable to swell the retired lists more than necessary; as far as I can see, I think 700 would be sufficient, if they were all under the age that was named.

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I find that at the commencement of the Russian War there were 1,206 lieutenants on the Active List; and of the senior 400, 17 only were employed; 194 were left on half-pay; the remainder being chiefly employed in the Coastguard service on shore. That shows, that out of the 1,200, 400 were found unfit for active service, which reduces the number that were employed to 800; if you increased the List again, according to the present Order in Council, to 1,200, by the time you have raised that List from its present state, which is 807, to 1,200, you would find, I think, that the 400 lieutenants at the top of the list would again be unfit for service; and therefore, I think, that if you increase the list you do not obtain your object, you only increase the Retired List without getting a greater number of men fit for active service when wanted. I find, that at the end of the Russian War there were 1,184 lieutenants on the Active List, and of the senior 400, 38 only were employed. During the war in the autumn of 1855, of the senior 400, 33 were employed in active ships; and it looks as if, by increasing the number of lieutenants, you do not increase the number, beyond a certain extent, who are available for active service when war breaks out.

1815. Have you got my plan before you?—Yes.

1816. Just be good enough to refer to paragraph 4, in the first page, and you will there see that in 1859 there were 1,061 active lieutenants, of whom 120 were above 60 years of age, and 190 in the Coastguard?—Yes.

1817. Deducting those above the age of 60, and also those in the Coastguard, there would remain about 750 on the Active List?—Yes.

1818. Are you aware that in the same year 1859, when a considerable fleet was fitted out rather hastily, that before that fleet was complete a difficulty was found in providing lieutenants for the ships?—I am quite aware of that; and I am also aware that out of the lieutenants who were thought fit, a considerable number were afterwards obliged to leave from physical debility.

1819. You must, of course, expect very considerable deductions to be made, under any circumstances, from a body of 700 men; but, notwithstanding the circumstances to which I now recall your attention, are you still of opinion that if Sir John Hay's plan was adopted, 50 being the age for retirement, the Coastguard service not included, 700 lieutenants under ordinary circumstances would be enough for the service of the British Navy?—I do, and for this reason; that if you do not increase the promotion above the rank of lieutenants, so as to free that List readily, to increase that number would not benefit you on the outbreak of a war. I think that 800 might fairly be tried. I am not sure that it would not be found better; but, upon fair reasoning, I think that it is a sufficient number.

1820. You spoke, on a former day, of retirement by age as the sole mode to be resorted to of reducing the Lists. I presume that you did not mean to exclude what is proposed in my plan, and I think, also, in Sir John Hay's, that in the event of inefficiency, after a medical survey, the Board of Admiralty should have the power of retiring officers at any age?—I included that most certainly; for I consider that a very important part of the scheme, with a view to raising promotion.

1821. With regard to the training of cadets, I understood you to express a preference for a naval college, aided by a training ship, as compared with the present system of training cadets entirely in a man-of-war, with the advantage of a small vessel in which to learn seamanship; was that the opinion you expressed?—What I said was more as a comparison between a college with training ships attached and a system of training cadets in ships afloat; but I am of the same opinion as regards a comparison between a college on shore and the college ship at Portland. I think that in the winter months the education on shore would be more perfectly carried out than in the ship at Portland; and I think that in the summer months a greater amount of seamanship would be learned in training ships than if the cadets were doing their duty in a regular ship of war, because it would be a constant system of learning practical seamanship, and there would be less time lost. I think that it is of great importance to make the education cheerful and pleasant to the cadets, for I think that the monotony of the college ship is much greater than would be felt in a college, and the comforts would be greater in a college, so long as they could be obtained without injury to the service; I think that a cheerful scholar is more likely to learn than one who is rather gloomy. I know, from my own experience at Portland, that during a very great part of the winter, in fact, I may say during the whole of the winter, there are very few days when landing and going to and fro for enjoyment is at all an enjoyable thing; there is a considerable swell, and the weather is not very pleasant; I think, therefore, upon the whole, that a training college, and a thorough system of training ships, would be very desirable; these cadets might be six or seven, or, if possible, seven or eight months in the training ships, and the worst months of the year should be passed strictly at the college, where they should be employed in scientific studies; I think that that plan would be the best, and be for the benefit of the service; I think that a cadet, arriving at 16 years of age, would have a more imposing appearance, and be more respected by the men, as he would come in the possession of a certain amount of knowledge, and that would remove many of the inconsistencies which at present exist in placing a boy in charge of men, whereas, in reality, the men are in charge of the boy.

1822. You prefer a college on shore; but in either case, you think there should be small training ships for summer cruising, in which the young cadets might be taught practical seamanship?—Certainly; that is my opinion.

1823. Sir *Harry Verney.*] You expressed, I think, great approbation of the plan of sending boys out in the brigs; do you know how many brigs are employed in that way round the coast?—I think there are two at Portsmouth, and two at Plymouth; I am not sure how many there are; but for many years I have heard but one opinion expressed, and that has been, that it is impossible, almost, to improve the system of education that is found on board of these brigs for the boys; and I wish it was more generally carried out. I do not think that it is sufficiently carried out.

1824. I believe you have stated that you had known many instances in which those boys were preferable to able seamen?—I have often preferred to take an equal number of those boys, to

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an equal number of able seamen that I have had sent to me.

1825. Do you think it would be a good thing to extend that system, and to have more of these training brigs?—I think that it should be extended, considerably, upon different parts round the coast.

1826. In your evidence, with respect to flag lieutenants, you stated that you thought that they ought to be taken from a certain List; did you mean a list of lieutenants who were to be educated in a different way from other lieutenants, and to be men of higher professional attainments? —That is what I meant; I would not deprive the admiral of his patronage, but I would limit his choice to a certain extent.

1827. Do you think that those lieutenants who were eligible for the appointment of flag lieutenant should receive a higher education than lieutenants in general?—I think that they should have obtained a certain amount of experience by service at sea; that they should have passed through a certain examination in order to qualify them for the position of a staff officer, and to prove what I mean, I will refer to an instance which has lately occurred. In selecting a flag lieutenant a short time ago, I was fortunate enough to obtain the services of an officer of seven years' standing as lieutenant.

1828. You stated, I think, that you thought the naval profession was rather less sought after than it was formerly?—Yes.

1829. Is it not the fact, that formerly when captains were appointed to ships, they had the privilege of appointing one or two midshipmen? —They could claim the appointment. I remember the time when a captain virtually had the power of naming the greater part of his officers and the midshipmen.

1830. Do you think that that system rendered the navy more desirable or more sought after as a profession?—I think it was a system from which great advantage to the service was derived, inasmuch as officers felt that it depended upon their being recommended, whether they were applied for by certain captains. I believe, to a certain extent, the practice still exists, but not to the same extent that it used to do.

1831. Do you think that it was beneficial both with regard to the upper ranks and the lower ranks of the navy, that it made the lower ranks more anxious to deserve the approbation of their superiors, and that it gave the superiors an opportunity of advancing those who behaved well? —I do think so: but in those days sea-time was very much sought for, which is not so much the case now. Officers are not so desirous to go to sea, whereas sea-time used to be the strongest recommendation that an officer could have for obtaining promotion, and any of the appointments which are coveted on shore.

1832. Can you make any suggestions to this Committee with regard to increasing the efficiency of the naval chaplains; for example, do you think that there should be a chaplain-general of the navy?—I think it would be beneficial to the service, if it was only that he might by inquiry, be instrumental in selecting chaplains for the service.

1833. At present do the chaplains in the Navy report to any superior clerical authority?—Not that I am aware of.

1834. Have the naval chaplains any clerical superior?—They look to the Admiralty, through their captain, and I should think that the appointment of a chaplain-general would not be beneficial, if naval chaplains were to make reports to him, except through their captain.

1835. Would it, in your opinion, be a desirable system if a chaplain-general should be able to select a clergyman who had not had a regular training as a naval chaplain, and send him to sea for the period of a commission, and that the chaplain under those circumstances should have a higher rate of pay, but no pension?—I think not.

1836. Do you think that they ought to be a separate class of the ecclesiastical profession?— Yes, and I think that higher pay without the prospect of a pension would make them probably less zealous; and they would not have such a feeling for the profession, as they would have under a system which gave them a pension.

1837. Do you think that the promotions of naval officers ought to be published in a "Gazette," like those which take place in the army?—We look upon the report, which now comes out, almost in the light of our gazette.

1838. Lord *Clarence Paget.*] In Sir John Hay's scheme for retiring flag officers by age, do you contemplate making no distinction between those who have hoisted their flags and those who have not?—Yes. I think it is found that only those who have hoisted their flags when placed on the Retired List, can reach the rank of an admiral of the fleet, which we hold out to them. Sir John Hay's scheme proposed that there should be permanently three admirals of the fleet, and that the officer wherever found, who had hoisted his flag as an admiral, would, when he became the next in seniority, fill the vacancy.

1839. I understand you to mean that an officer who had hoisted his flag, would rise in rank; but that the other would remain always as he was?—An officer who had not hoisted his flag, could never become an admiral of the fleet.

1840. Suppose a rear-admiral was retired; could he rise to the other rank?—Yes.

1841. Even although he had not hoisted his flag?—Yes.

1842. Would he be on the same footing as an officer who had hoisted his flag, holding the appointment as admiral of the fleet?—Yes; but as all pensions were thrown, except those for wounds, on to the Retired List, and as each officer carries his claims to that List with him, an officer who had hoisted his flag, would have stronger claims for anything that he found there, than an officer who had not. That was another advantage that he obtained. One of the great elements of our scheme was, that each officer should carry with him to the Retired List, as far as possible, all his claims on the ground of active service, to entitle him to get the good things which were provided for that List.

1843. In respect of pay, there would be no distinction?—There is to be no distinction in respect to pay.

1844. Sir *Francis Baring.*] You have answered some questions put to you by Sir John Pakington, with regard to the feeling of old officers, as to the limit of age. I did not quite understand what you stated, but will you have the goodness to explain what you consider to be the opinions of the older flag officers, as to the limit of age?—I have spoken with several old officers, and I think that their opinion seemed to

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be divided upon the subject; some of them object to it very strongly, but in asking them for their reasons I must say that I could not agree with them in thinking that they had sufficient cause to object; it seemed to me a case of feeling rather than of benefit to the service. But I have heard some old officers speak as strongly in favour of retirement by age as it was possible for any persons to do, and if I may be allowed to mention them, I found only yesterday two historical cases in the Naval History which are mentioned to prove the injury to the service and the injury to the old officers themselves, which arises from their being not retired at a certain age. One case that I would refer to is that of Sir Hyde Parker, who, whilst a young man under Admiral Hotham, went out of the fleet and performed an act of gallantry, in despite of his receiving orders not to do so; and the same officer, when an older man, at Copenhagen, was treated in the same way by Lord Nelson; Lord Nelson, going in at Copenhagen against orders, and persisting in remaining in against orders, while Sir Hyde Parker was signalling him to come out. Again Lord Nelson, under Sir John Jervis, did the same thing; I think it was when Collingwood followed him, and on that occasion a victory was gained solely by the act of the young officers of the fleet, which would not have been obtained had they not disobeyed their orders.

1845. Returning to my question, are the Committee to understand that you think the opinions of the old flag officers are much divided upon this question as to the limit of age?—Their opinions are certainly divided.

1846. Of course considerable importance must be attached to the feelings of old officers; but when you speak of a division of opinion, are they pretty equally divided; or is there a minority on one side, and a majority on the other, or what is the general opinion of the older officers as to being placed on the Retired List?—I should say, speaking roughly, that the opinion of the majority of the old officers is against the scheme.

1847. With regard to the calculations made by Mr. Finlaison, to which you have referred, can you tell what will be the number of vacancies in the Flag List. At page 16 of Sir John Pakington's Plan, it is stated, "The general and certain result during the next 10 years, at the lowest calculation, will be as follows: 49 promotions to the Active Flag List"; how many would that be in a year?—There would be only five promotions according to that in a year.

1848. Do you know practically what has been the average number of promotions to the Active Flag List during the last 12 years?—I think in the last year there were four, but I am not aware of the average number of the promotions in the 12 years.

1849. In that number of vacancies, is there not included 15 promotions to active flags, which were occasioned by the first step taken in bringing the plan into operation, and which were distributed very properly over that period?—Removed by superannuation, 25; death vacancies, 9; making 34.

1850. That number of 34 is the calculation of Mr. Finlaison after the 15 had been removed by the first operation of removing the old officers from the list, is it not?—May I be permitted to say, that my duties have been so complex, that to keep these things in my mind is very difficult, and I do not recollect them exactly. I was speaking upon the subject to the secretary of one of the insurance societies the other day, and he gave me some most interesting information as to the accuracy with which these matters can be arrived at, and he thought that it would have the effect of lengthening the lives of the admirals on the list (if that were an inducement for retiring them), if they were retired; because, he said, that where a certainty of their prospect was obtained, their minds would be relieved, and they would live considerably longer; he stated that that is found with regard to matters of insurance.

1851. Sir *James Elphinstone.*] On the last occasion when you were examined I asked you a question or two with respect to China. Is it not the case that there has been very great mortality amongst the admirals serving on the China station within the last 15 years?—I cannot state exactly the number, but there is no doubt that no flag officer has served on the China station without having his health very greatly impaired, and to my knowledge, several flag officers have died from it.

1852. During the last 20 years, Sir Frederick Maitland died upon the station, did he not?—Yes.

1853. Sir Gordon Brewer died immediately after he came home?—Yes.

1854. Sir Francis Collier also died upon the station?—Yes.

1855. Admiral Austin died also upon the station?—Yes.

1856. Admiral Fleetwood Pellew was superseded, and died after he came home?—Yes.

1857. Your father, Admiral Elliot, was obliged to come home?—Yes; and he has never recovered.

1858. The same thing happened to Admiral Stirling?—Yes.

1859. Since the batta has been suspended upon that station, has it not been found impossible for an officer to serve there without materially encroaching upon his private fortune?—So I believe; it is a very expensive station.

1860. Consequently, upon a station which is so fatal to health, an officer is not only called upon to risk his life, but to sustain a great pecuniary loss?—No doubt; no officer can serve in China without greatly impairing his health; I should say that, on the average, one third of the officers sow the seeds of disease on the China station, and die early; I could name many instances.

1861. That applies also to the lower ranks of the service, does it not?—Yes; I mean generally.

1862. No officer can serve, especially in the rivers in China, for any length of time without seriously impairing his constitution?—Certainly not; I was there myself, and I know the effects of it.

1863. Is it not worse since you were there, and since gunboats have been sent up the rivers?—Yes, it is; the service up the river is of a most unhealthy description.

1864. At the same time, especially since the allowance of batta has been suspended upon that station, no officer's pay will meet his expenses?—I do not believe it can, if he lives in that state of social exchange of courtesy with his own brother officers, and with the officers of other nations, that he is expected to do, and which it is right he should do, for the good of the service.

1865. With regard to Portland, you stated that

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that the weather was very bad there in the winter time; is it not the case that the boys have to be put on board a steamer every day when it is necessary for them to go on shore for recreation? —I have not been there since the cadet ship was there, and I only speak from my knowledge of landing in boats from the fleet. When I was captain of the Channel Fleet, Portland was the harbour in which the ships chiefly lay in, and from what I saw then my opinion is formed. I think that recreation in the winter time can only be carried on under difficulties.

1866. Is it always safe to land?—It is not at all times safe to land. Sometimes for days you cannot land, and, when you do land, there is a certain amount of discomfort attending it; you perhaps get a wetting.

1867. Mr. *C. Berkeley.*] Are you aware that there are at the present time three admirals who have served on the China station, and who have lived through it, Sir William Parker, Sir Thomas Cochrane, and Sir James Stirling?—I am aware that those three officers have served in China; but Sir Thomas Cochrane was not there during a time of active war, and I have a strong opinion that Sir William Parker and Sir James Stirling have suffered materially from the effects of that climate.

1868. With regard to the lieutenants, you stated that there was a large number at the head of the List who were unemployed in 1854; do you think that the Order in Council of 1860, has remedied that in any measure, because that Order in Council states that, "officers after 20 years' service in this rank, or who are physically incapable of service, to be eligible for retirement with the rank and title of retired Commander, irrespective of age, at the discretion of the Board of Admiralty." Does that at all modify what you have stated?—I do not think it does; I could name an officer of 78 years of age, who assured me, a few hours ago, that he was perfectly fit for active service.

1869. I believe the Admiralty have the power at their discretion, of removing officers who are physically incapable, irrespective of age; that is lieutenants and commanders?—I believe they have that power; but I do not see how it could be carried out. I believe that the only means of doing so existed before, which was by a survey before medical officers, and declaring an officer to be invalided.

CAPTAIN ASTLEY COOPER KEY, R.N., C.B., called in; and Examined.

Captain *A. C. Key,* R.N., C.B.

1870. *Chairman.*] YOU are a Captain in the Royal Navy?—Yes.

1871. Are you employed at the present time? —I am in charge of the "Steam Reserve" at Devonport.

1872. Of what standing are you as a captain? —I was made a captain in October 1850; I have been very nearly 13 years a captain.

1873. Are you acquainted with the plan which has been called Sir John Hay's Plan, with reference to the promotion and retirement of officers in the Navy?—I have seen the plan, and I have read it over carefully, but I cannot say that I have been able, on account of my official duties of late, to give the whole question such consideration as its importance deserves; I have, however, decided opinions upon certain abstract points connected with it. I have not been able to go into the question of numbers in the way that I ought to do, before I should be able to give an opinion on all points connected with it.

1874. I believe the groundwork of that plan may be said to consist principally in this, that officers of all ranks in Her Majesty's Navy should, when they attain a certain age, be compelled to retire; by the Order in Council of 1860, compulsory retirement was applied to lieutenants and commanders, and to a certain extent to captains. Is it your opinion that that system of compulsory retirement then introduced, as to the ranks I have mentioned, should or should not be extended absolutely and in all cases to captains, and to admirals?—I certainly think, as a rule, that the active lists in all ranks should be composed of men able and willing to serve, and to carry out that rule, I see no other plan to adopt, in the first place, than to insist that at a certain age every man should be compelled to retire from the Active List; what the age is to be is not so easy to settle.

1875. Have you formed any opinion as to what the age should be when a captain should be compelled to retire?—As far as I can judge, I should say that after the age of 60, a man usually would not be fit to command a ship at sea.

1876. Would you leave any discretion in the Admiralty or the advisers of the Crown, with respect to the employment of captains beyond that age, and although they had attained the age at which they should ordinarily be compelled to retire?—I think I would go so far as to say that if a captain were in active employment when he attained the age of 60, I would leave a discretionary power with the Admiralty to keep him on the list until he had completed the service.

1877. You would continue an officer in his then employment, but you would not recommend that he should be appointed to any new command?—Yes; I would continue him in his then employment at the discretion of the Admiralty, but I think it would be an advantage, if a rule is made as to age, that it should be kept to as strictly as possible, for it hurts the feelings of officers if there is any choice made between them, keeping some on and keeping others off; it is that only which hurts the feelings of officers.

1878. At what age do you think that an admiral should be retired?—In the same way, I should say that 70 years of age is the age at which I think an admiral should be retired; after that period of life, I think he is not fit to command a fleet, although I must say that two of the most efficient and able commanders-in-chief whom I have served under, were Sir William Parker, and Sir Houston Stewart, who both commanded home ports after the age of 70.

1879. Do you not think that some disappointment and dissatisfaction might be felt hereafter if an admiral, who was perfectly capable of serving, was debarred from service by an arbitrary rule, with respect to age, being laid down?—At the present time, if admirals have been put on the List, with the understanding that they were to remain there until they were taken off in the ordinary course of things, or until they became Admirals of the Fleet, I think some disappoint-

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ment might be felt; but if a rule were made and adhered to, I do not think that any admiral in the service would complain of being put on one side when he came to the fixed age.

1880. Might there not be cases in which the country would suffer by the non-employment of able admirals like those whom you have mentioned, merely because they had attained the age of 70?—I hardly think that a case such as you speak of could occur. The admirals whom I mentioned were in command of home ports, and although they were very efficient admirals, the country certainly would not suffer, because many other officers could be found to take such commands. I do not think that in a time of active service the country would suffer from moving admirals at the age of 70.

1881. Would you make any difference as to the age for retirement of rear-admirals, and vice-admirals?—No, I think it should be the fixed age of 70 for all ranks on the Flag List.

1882. Have you any means of knowing the opinions of your brother officers in the same ranks as yourself as to such a system?—I have only to a certain extent. I have been very actively employed for some years, and therefore have not been thrown so much in contact with my brother officers in London as many others have, but the opinion that I have usually heard expressed, is decidedly in favour of compulsory retirement at a fixed age.

1883. The great objects of that compulsory retirement would be these; first, to secure a continual flow of promotion steadily going on; and secondly, to retire those officers who were supposed to have attained that age when active service could not be fairly expected of them?—Those certainly are the objects that one would have in view in a compulsory retirement, still I think they are perfectly distinct from each other. To remove officers from the list when they are no longer able to serve, is to carry out the principle that ought to be carried out in the Active Lists, that is, that they should be *bonâ fide* Active Lists; but I do not see that the removing of those officers at a fixed age will increase the flow of promotion in the service, unless some other steps are taken at the same time. In the two schemes which I have seen it is proposed to reduce the Flag List, one to 60, and the other to 75; and my opinion is, that if the first number is taken, the flow of promotion will be considerably checked. I think, also, that if they are reduced to the number of 75, the flow of promotion will be somewhat checked. I should not be inclined to reduce them more than 10 or 15 below the present number, for the important purpose of keeping up a steady flow of promotion from the junior ranks. I think that anything short of that will not increase promotion in the service.

1884. Would not the steadiness of the flow of promotion depend upon the adjustment of the numbers in all the different ranks?—Certainly.

1885. Have you gone into the details of the plan sufficiently to know what is the number proposed for each of the different ranks, and if you have gone so far into the details, can you inform the Committee whether you think those numbers are well fixed upon?—I am afraid that I have not gone sufficiently into the question to be able to give an opinion worth having upon that point, except so far as regards the Flag List. I think that the number named is too low. Then again I should not like to see the number of the lieutenants reduced so low as 700; and the reasons that I give for that is, first, that by reducing the Flag List you would check promotion, and by reducing the Lieutenants' List you would not have a sufficient number of officers at the first outbreak of a war.

1686. Would you have the different ranks depend for advancement upon seniority or upon selection, or partly on the one and partly on the other, or what restrictions do you think would be best for the efficiency of the service?—I think, taking it in the abstract, that promotion by seniority, of all systems must be the worst; but in our own service there is very great advantage in keeping up the present system of promotion of captains to the Flag List by seniority, for it ensures, or it ought to ensure, to a captain so large a share of employment in important commands before he hoists his flag. I do not think that a man is fit to hoist his flag unless he has served a considerable time while on the Captains' List.

1887. The length of service required now upon the Captains' List, I think, is six years during peace, four years during war, and five years partly in peace and partly in war?—Yes.

1888. Would you increase or diminish that length of service?—I think the period of service is very well chosen; but I would insist that the whole of the time should be sea service, or at all events a large proportion of it; but I have scarcely answered the whole of your previous question as to seniority. I think it would be an advantage if the sub-lieutenants were promoted by seniority as they are now; practically, I think it would be an advantage; but I would extend their period of service somewhat. I would increase the number of sub-lieutenants. I would extend the period to three years, and lay down a rule that none should be promoted under three years unless for very special service.

1889. You would say that the promotion of the sub-lieutenants should take place, as a rule, by seniority?—Yes.

1890. The rule should be seniority, and distinguished service should constitute the exception?—Yes.

1891. With regard to the lieutenants, are you of opinion that they should be promoted by selection?—Yes; entirely by selection, lieutenants to commanders, and commanders to captains, understanding of course that the selection is to be a selection of the best officers; that must be enforced by the authorities, and the claims of the best officer would consist of his own skill and intelligence, and his period of service.

1892. I think you would recommend that captains, considering all the difficulties of the case, should always be promoted, as a rule, by seniority?—Yes.

1893. You have made some remarks as to the period of service; is there not some ambiguity in the terms "sea service," or will you be good enough to explain what is meant by them?—According to the present regulations, it does not signify whether a captain's service is harbour service, or sea service; but I wish to distinguish sea service from harbour service.

1894. You use the terms "sea service," you mean a period of service, six, four, or five years,

years, exclusively harbour service?—Yes; that is to say, a large proportion of it. I should say that at least two-thirds, or three-fourths of it should be strictly sea service; but by the present regulations it may be entirely harbour service.

1895. Would not that be a very great variation from the present practice?—It would be a considerable variation.

1896. Taking the promotion in the way you have mentioned, and retiring by age, would you or would you not, leave a discretionary power in the Crown to appoint officers in a different way from that which would be adopted as a general rule; that is to say to select them, although they had exceeded the age at which they would ordinarily be retired?—If a rule were laid down, I would keep to it strictly; I think that it would hurt the feelings of officers, if there was any rule made for the selection of them after a certain age. It is only under these circumstances that the feelings of officers can be hurt; if there is a power of selecting them, and they are passed over for certain services.

1897. Why should a different age be taken in the cases of the captain and the admiral?—The services required of a captain are not at all the same as those which are required of a flag officer. A captain in command of a ship at sea ought to be constantly on deck at night, and constantly on the look out in all weathers, and he would have more personal active work to do than a flag officer; I consider, therefore, that 60 is a preferable age for a captain, as he ought to be retired before a flag officer.

1898. You think that there is such a difference in the duties required from the two classes of officers that it is reasonable to make a distinction in the age at which they should be compelled to retire when they had attained the one or the other?—Yes; certainly.

1899. Sir *William Miles.*] You have stated that you would increase the length of the service of the sub-lieutenants from two to three years, what limit would you put, if any, to the number of the sub-lieutenants?—I stated, I think, that the service of the sub-lieutenants should be three years; but at present there is no regulation on that point. As to the number of the sub-lieutenants, that must depend entirely upon the number that is required to fill the vacancies on the Flag List, and so far it seems to me that the whole of the promotion on the Active Lists depends upon the vacancies originally caused from the Captains' List or from the Commanders' List, or from the Lieutenants' List, as all the vacancies in the rank immediately above them must be filled up by promotions from the Sub-lieutenants' List. In course of time it could be ascertained what number would be required to keep up the required supply; but I certainly could not say, at the present moment, what number would be required.

1900. With regard to the entry of cadets, would you limit their numbers at all?—In the same way, the entries of the cadets must be apportioned to the number of young officers who are required to keep the higher lists at the fixed number that is required.

1901. Do you think it would be injudicious to state exactly the number, after you had filled up the sub-lieutenants to their required number, of cadets that should be entered in any particular year?—It could be so far stated, that I think it could be clearly ascertained what number would be required to fill certain vacancies, and when once the number of each list is fixed, by taking the average of a number of years of what officers left the service, what officers died in certain ranks, and what officers were promoted, taking the average of the few years before you would be enabled to form a very good estimate of the number of entries that would be required annually.

1902. Would you alter the sea service that is required from cadets before they become sub-lieutenants?—I think the present regulations under that head are decidedly good.

1903. It has been suggested that they should enter at 16 years of age; and that the two previous years before going to sea should be passed in training ships and at college; would that be as good a plan as is pursued now under the present system?—I am very strongly in favour of having a college on shore, instead of the present system of training cadets on board a ship. I should recommend that the ages should be for entry from 13 to 15, that a cadet from the age of 15 to 16 should be in a training ship or brig at sea, and from 16 to 19 in a ship of war.

1904. It has been stated that with a view to reducing the number of the cadets, it would be advantageous to employ warrant and petty officers to perform some of the duties at present performed by cadets. Should you approve of that plan?—It is entering into rather a large question; and I must go a little away from the question. My idea is that in a time of peace, we should have more officers employed than we really want. I think that every ship should have extra lieutenants, extra sub-lieutenants, and extra cadets in a time of peace, so as to be training as many officers as we can, to be prepared in war time, or in a case of emergency when we should have to enlarge the fleets, and then to reduce the number to what might be called the proper normal state. That would give you some officers to spare to put on board other ships; and you must then promote junior officers and sub-lieutenants. Then I would take warrant officers to assist in doing the duties of the subordinate officers, of whom we should find ourselves short. I have seen the advantage of using warrant officers on the quarter deck, and I know that they perform most valuable service in that way. I would call them still warrant officers. I would not promote them, so as to make them commissioned officers.

1905. If you employed them to perform the duties of cadets, you would have in fact the power of keeping in check a large number of entries into the service, would you not?—You certainly would so far. It is quite impossible that we can ever keep our lists up in a time of peace, to what is wanted in a time of maritime war, and I do not know what would then be required. I do not consider that the Russian War was a war to call out the strength of our service; but I would increase the number of officers in a time of peace, and enter cadets in a sufficient number to keep up that increased number, and in war I would fall back upon the warrant officers.

1906. Do you think you could adopt that plan in consonance with the plan known as Sir John Hay's plan without greatly increasing the numbers proposed in each rank of the service in that plan?—I certainly think that 700 is too small a

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list of lieutenants; but I have not gone sufficiently into the question to be able to give an opinion as to what the number ought to be in all ranks.

1907. Mr. *Ayrton.*] It has been suggested to the Committee that it is necessary to have a certain quickness of promotion in order to maintain the spirit of the officers of the Navy; can you state to the Committee what you consider would be sufficiently rapid promotion to maintain a good state of feeling, or in how many years do you think officers ought to reach the different ranks?—It is perfectly impossible that every officer who joins the service can hoist his flag; that is not to be expected, and therefore one can scarcely give what would be called the average time in which any officers should be promoted to each rank.

1908. What should you consider to be the reasonable expectations of naval officers as to promotion; how soon ought an officer to expect to be a lieutenant, a commander, or a captain?—I can scarcely answer that question, as to what the expectations of an officer would be; but I have no doubt of this, that every young cadet when he enters the service expects to get his flag up as soon as possible; and I have no doubt that he takes, as to the amount of promotion that he hopes to get, about the quickest steps that have been ever got by any officer whom he sees now on the List. I think, therefore, that one can hardly say what the expectation of an officer is or should be. As to the age of an officer, my own idea is that it would be a very fair age to look to, to have a man made a post captain at 28, and be on the Flag List at 45.

1909. Bearing in mind the fact that a post captain ranks with a lieutenant colonel in the army, and that probably, on the average, no lieutenant colonel in the army obtains his rank until he is about 35 or 40, is it a reasonable expectation that an officer in the navy should reach the corresponding rank at the early age you have mentioned?—I do not say that it is a reasonable expectation that every officer should attain rank at that age; it certainly is not; but I have known a colonel in the army in command of a regiment at 31.

1910. Would that not be a very exceptional case?—Yes; it was somewhat exceptional.

1911. Are you aware that in the army the rank of lieutenant-colonel is hardly ever reached under 20 years' service?—In the army promotion is by seniority, which I do not wish to see established in the navy.

1912. Is that so?—It is by seniority or purchase; and whether it is by purchase or not, it is by seniority in the regiment.

1913. Looking to the rank and responsibility of a captain of a line-of-battle ship, do you think it would not be a more reasonable view of promotion to say that he would be very well provided for if he obtained that rank after 20 years' service, or at the age of 35?—Certainly; I think it would be a very reasonable thing if he obtained the command of a line-of-battle ship at that age.

1914. Do you think that he ought not to be disappointed if he did not attain that rank?—No; I think 35 would be a very good age to command a line-of-battle ship.

1915. Do you not think that it might be postponed a little later, say till 40?—No doubt it might be postponed a little; but I think it is impossible to lay down a rule as to age for the promotion of all officers in the service; if it is borne in mind that there are now 200 cadets entered in a year, and seven officers put on the Flag List every year; out of those 200 cadets there are just 193 who are doomed to be left behind in some rank; they either die out or they are put on the Retired List; therefore, when you think how very few there are who do hoist their flags as active admirals you can hardly lay down a rule as to reasonable expectation.

1916. Bearing in mind the average duration of human life, and the contingencies of service, we are not to expect that any great number of officers who enter at the age of 15 would live and be in a position to obtain flag rank at any reasonable age?—I am not aware what the probabilities are, but it is a much larger proportion than the number I have spoken of; than seven out of 200.

1917. Bearing in mind that there does not appear to be any great discontent in the army as to the period of promotion in any branch of it, do you think that naval officers would have any ground for complaint if their promotion to relative rank was not quicker than it is in the army?—I certainly think that if the officers in the navy were kept entirely on full pay as they are in the army, they would not have the same grounds of complaint then; but it is not the same question with us who are thrown upon half-pay, compulsorily, constantly, which is not the case in the army; no man is thrown upon half-pay in the army against his will.

1918. Does not that arise from the great excess of officers, compared with the wants of the service in former times?—It certainly does; it is a grievance, as one might call it, that can hardly be avoided in our service, on account of having a larger number than can always be employed.

1919. Have you had your attention directed to the fact that this grievance is rapidly diminishing on account of the limited number of cadets who have been promoted from year to year, and the diminished number of officers as compared with the requirements of the service?—I do not think that it is diminishing.

1920. Has your attention been called to the fact of the great diminution that has taken place in relation to officers; viz. that in 1848 the number of lieutenants was 2,386, whereas in 1863 the number of the lieutenants is 1,177?—One-half of those having been put on the Retired List, they are on that list now as lieutenants. I do not think that that helps their promotion, having a large number put on the Retired List in that interval.

1921. But the grievance or the complaint of being out of employment is one that will diminish as the number of officers becomes reduced, will it not?—Yes, certainly.

1922. That grievance, therefore, has been considerably reduced in recent times?—Yes, in the lower ranks it has certainly; in the rank of the lieutenants and sub-lieutenants there is no difficulty in getting employment.

1923. You are aware that any change in the constitution of the navy must necessarily begin with the lower ranks, and work itself up in time to the higher ranks?—Certainly.

1924. In time, would not that relief which has been already felt in the lower ranks be also felt in the higher ones?—No, I think not; unless the numbers in the higher ranks are reduced very much, the numbers who are remaining out of employment must continue the same; and if you do reduce them in number much, you will check the promotion from the lower ranks. I think that the number on half-pay would be about the same.

1925. You are aware, probably, that Sir John Hay's scheme proposes a large treatment of the subject at once; have you directed your attention to the injurious effects that that would have on the junior officers in the navy if a sudden change was made on a large scale at once, as compared with making it gradually?—No, I have not.

1926. Have you not considered that it would give a great momentary impulse to promotion, and be very advantageous to persons who might be in a certain position, but that it would be a great injury to others, at the same time, in its effects?—I do not see that it would be so.

1927. Is it not necessary in making changes in the organization of the service, that they should be made gradually, if they are to be made justly to all parties, those who are in the navy now, and those who are to enter it from year to year?—Yes, that is to say, I think it would be an unwise thing if a large number of flag officers were retired at once. I do not think it would be wise to make a large promotion of captains to the Flag List; it would cause a change in all the appointments in the various services which are being carried on now; it would alter the standing of the men on the List to so great an extent that it would be injurious to the service. So far as making a large change at one time goes, I am opposed to it; but, if I read Sir John Pakington's scheme rightly, it scarcely proposes to make any change of that sort. I think that a certain number of flag officers would be retired by his scheme, and the Active List be reduced in the same proportion.

1928. Sir *James Elphinstone.*] You have expressed a preference for a college education over the present system of educating cadets in a ship of war?—Yes.

1929. If the re-modelling of the system of educating cadets for entry into the service was confided to you, what plan would you recommend?—I should like to consider that question much more carefully than I have yet done. I am of opinion that the practical education that is given on board the "Britannia" now is extremely good; but my great objection is to having boys cooped up in a ship, instead of being in a college on shore; at present it is neither a man-of-war nor a school, and I would make it a school, a place where boys could run about in a playground and have plenty of fresh air, and run about as other boys of their age do. I believe that they could be much better regulated and managed by having them on shore than by having them in a ship; it is simply the question of a house on shore, which, I think, is of much importance.

1930. You think that sports and games and exercise in the open air are, as being conducive to health, as important as any other part of a boy's training, and which are not to be obtained when boys are cooped up in a hulk?—I certainly think so.

1931. Are you acquainted with the Harbour of Portland?—Yes.

1932. Is it not the case that for many days during the winter the cadets must be confined to the ship on account of the weather being so bad, as to prevent them from being landed to get to their playground?—I have not been to Portland since the "Britannia" has been there, but I know the harbour well, and I know that there are many days in the year, particularly during the winter, when it would be inconvenient for boats to land.

1933. To embark and disembark 250 or 300 individuals in a steamer every day, considering the weather which is to be found there, must be a service of some risk?—Certainly, it must be so.

1934. Consequently, the commander must frequently shun that risk, even when there might be an opportunity otherwise of sending the boys on shore?—Yes.

1935. Practically, the boys are confined to the ship, which would be entirely prevented if they were educated in a college?—Yes.

1936. Is it not the fact that the education which is furnished on board the ship is, to a certain extent, gratuitous?—I believe it is so, entirely.

1937. Is there any reason why the education afforded to young men qualifying themselves for the Royal Navy, should be of that character more than in any other branch of the service?—No, I certainly think that a college should be established, and that it should be made self-supporting. I think that the cadet should pay for being taught his profession, as is done in every other profession.

1938. Granting that it would be desirable to educate a certain number of the sons of meritorious officers in the lower ranks of the service, you would not, as I understand your answers, recommend that the sons of country gentlemen and clergymen should receive any part of their education gratuitously?—No, certainly not; I think if it were determined that it should be called the Royal Naval College, there should be a separate scale for the sons of officers according to their rank, and that the sons of civilians should pay higher than the sons of any of the officers.

1939. You would recommend that plan in the event of a college being established?—Certainly.

1940. Would it not be possible to give such an education in the Naval College as would enable the sons of persons in affluent circumstances who now enter the merchant service of the country, to avail themselves of the education to be there given?—I do not see any reason for extending it to the merchant service; they have plenty of means of educating their sons.

1941. If a college was to be self-supporting, as the sea service is a profession entirely by itself, would it not be desirable, if possible, to draw all those young gentlemen into the focus of the college who adopt the sea as a profession?—I think I should be more inclined to let the boys enter the college upon the understanding that they were to go to sea in the Royal Navy.

1942. Would not the circumstance of the merchant service and the navy being drawn together by the Naval Reserve, modify in some degree your opinion upon the question?—It might certainly, but I have been rather struck when I have been on board many of the merchant steamers at meeting with the very superior class of officers that there are in those ships; and I understand that they are very much attracted by the high pay and the position they get in those ships, from our own service. I think that they have got quite sufficient attractions now, and that we are driving the younger sons of good families into that service instead of into the Navy.

1943. Why should you exclude them from obtaining the benefit of the discipline and the regulations which would be established in a Naval College?—I should not wish to exclude them certainly if it was found to be of advantage; the only

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only thing would be that the college must be extended. You would require to have a much larger college, and a much larger staff of officers; it would make it, I think, on a larger scale than the country would be prepared to adopt.

1944. Would not that larger scale make the college more self-supporting, and enable the authorities to secure the services of a much higher class of instructors?—I would make the college self-supporting. I would not care how much more it was, or what number was admitted to the college; the amount that they would have to pay should be sufficient to support the professors, and the other officers of the college.

1945. I understood you to state that there would be a difficulty when war broke out, in finding a sufficient number of officers to go on board the ships?—There certainly would be.

1946. Did the Russian War, such as it was, overtax the resources of the Navy?—As to the junior officers it did, certainly.

1947. Consequently, in the event of a war with a more maritime power than Russia, it would be necessary to fall back upon the Merchant Service for the junior grades of officers?—Considering that a large number of merchant ships and packet steamers would be thrown out of employ, we should do right in obtaining the services of as many young officers as we could; we should be compelled to do so.

1948. Would it not be an advantage if those young men had had an opportunity of passing through a naval college?—Yes, it certainly would.

1949. You are in favour of employing an extra number of officers in a time of peace, on board ships of war?—Yes.

1950. If that was done, would it not be a very great boon to the officers at present employed, inasmuch as a more liberal amount of leave might be granted to the younger classes of officers in the service?—Yes, it would certainly.

1951. At the present time there is no statutory amount of leave to which they are entitled?—Sub-lieutenants and midshipmen have six weeks leave when their ship is paid off.

1952. Out of from three to four years service they have six weeks leave?—Yes.

1953. If a young officer has to proceed to the north of Scotland, or to the west of Ireland, is any extra leave granted to him on that account?—There is so far an allowance, that I believe as a rule there is no objection ever made when they ask for an extra week's leave afterwards, unless they are actually wanted to be put on board ship when their leave is over; they are not kept strictly to the day on which they ought to return.

1954. What is the ordinary amount of leave on full-pay which is granted to officers in the army in the course of a year?—I believe it is of so enormous an amount that we cannot realise it in the Navy at all.

1955. They have a very large amount of leave in the Army?—Yes.

1956. It may be urged in their case that they purchase their commissions, and that that is a reason why they should have their leave on full-pay?—If I may be permitted to say so, I think that the real reason is that the officers in the Navy are, as a rule, employed abroad, away from England: and it would be very inconvenient to give them any stated amount of leave every year; their services on board their ships, I fancy are more important, considering the duties they have to perform, than the services of officers in regiments, when not actually on active service. I should be sorry if I should be thought to have said that one of the reasons for increasing the number of officers was for the purpose of giving the officers more leave; my reason is, that you may have a large number of officers training in the service. I do not think that there is any other position where they can be so well trained as in a ship of war.

1957. You would not consider it a disadvantage if an opportunity were afforded to officers occasionally to visit their friends?—Certainly not, when the service would allow of it.

1958. Have you served in China?—Yes.

1959. At the period when you served in China there was an advantage, was there not, in the shape of batta?—Not in China, that was only in India.

1960. Was it not extended to China?—The advantage had been extended to China upon the first China war, but it was taken from China some 10 or 12 years ago; when I was there, it was in the Indian Seas only that batta was paid to the officers, except the Commander in Chief; he re-received it in whatever part he was, and his secretary.

1961. Has not batta been equally paid to officers on the China Station?—I think not; only to the Commander in Chief; he has received it.

1962. Was not batta paid as far as Singapore?—Yes.

1963. It is now suspended, is it not?—It is entirely withdrawn now.

1964. Is it possible for officers to make both ends meet now, when on that station?—It is certainly possible, but it requires a man to live in a manner that I am certain it is not contemplated that a captain of a ship should live in China.

1965. Sir *John Hay.*] You stated, in answer to Mr. Ayrton, who drew a comparison between the ages at which colonels in the Army and captains in the Navy attained their ranks, that the advantage was slightly on the side of the Navy?—Yes.

1966. Are you aware that colonels in the Army of 1854 are now becoming major-generals?—Yes, I am.

1967. Are you aware that the captains in the Navy of 1845 are only now becoming rear-admirals?—Yes.

1968. Then the time which officers remain holding those various ranks is considerably different in the respective services?—Certainly.

1969. And the Army has the advantage, by that system, of obtaining young major-generals, ten years younger, if the colonels are so promoted, as compared with the time at which a rear-admiral can expect to hoist his flag?—Yes.

1970. And in that case the Army has the advantage of having more efficient officers, from the fact of those major-generals being ten years younger in age?—Yes.

1971. Mr. *C. Berkeley.*] If the lists of officers were so far reduced as to render it necessary to take officers from the Merchant Service, do you contemplate that the Government would select the higher grades of officers in the Merchant Service, or the subordinate ranks?—I do not think that we should be compelled to employ officers from the Merchant Service on account of the lists being reduced; it would be only on account of the immense additional call that would be made for officers in a time of war; I do not think that it would refer to captains and commanders in the Navy;

Navy; it would be the lieutenants and sub-lieutenants; they would be the only officers we should require.

1972. Have you turned your attention to that part of the scheme of Sir John Hay which contemplates the removal of the coastguard service, and the packet service, from the Active List?—Yes; I have observed that that has been proposed.

1973. Do you approve of that suggestion?—I think I do approve of it; but it seems to me to be a matter of very small importance. Of the whole number, upwards of 800 lieutenants that we have now, or 1,200 which is the number fixed, there are 63 employed altogether, and those 63 are all men of considerable age. I do not think it signifies whether you take them from the Active List, or put them on the Retired List.

1974. With respect to commanders, is it not desirable to allow a commander, when he is first promoted, to take employment in the Coastguard, if he seeks for it?—I would prefer that he should go to sea, if he could obtain employment at sea.

1975. As there are so many commanders that they cannot all go to sea, is it not desirable to permit them to take temporary employment in the Coastguard?—Certainly, if they cannot get commands at sea, they ought to be allowed to take commands in the Coastguard as commanders.

1976. You are probably aware that, under certain regulations, at the present time officers, if they have not served within a certain specified period, may be removed from the various Lists; and do you think that, if that limit of non-service was reduced from 20 to 15 or 10 years, it would relieve the Lists of officers who, it might be assumed, did not wish to continue serving?—Does the question mean that you would remove them at a certain age?

1977. No; irrespective of age?—That brings in the question of optional retirement after a certain period of service, and I certainly do not think it is advisable to offer any inducements for a man to go on to the Retired List if he is fit for service. I think I stated, in answer to the first question put by the Honourable Chairman, that the Active List should be composed of men able and willing to serve, and it is very difficult to ascertain what men are willing to serve. The greater the inducements that are held out to them to go to the Retired List, the more men you will find unwilling to remain on the Active List; but I would be much more inclined to give any increased expenditure towards inducing men to serve on the Active List than to induce them to go on to the Retired List.

1978. Mr. *Finlay.*] In Sir John Hay's plan it is said, "That the position of warrant and petty officers be improved:" are you of that opinion?—I am certainly.

1979. In what way should you recommend that that should be done?—I would speak only of the warrant officers. I think that the petty officers and seamen are as well cared for as they should be, but I should be inclined to make a larger number of warrant officers; I would let them mess together, and I would increase the number if it could be done with convenience.

1980. I did not quite understand what you stated with regard to the length of the service of the junior officers, but I think you recommended that a sub-lieutenant should be obliged to serve three years as a lieutenant?—Yes.

1981. Is that to be in addition to the compulsory service of a lieutenant, which is two years?—It is not in the same rank.

1982. As I understand it, now the minimum service is, 5½ years for cadet and midshipman, 2 for lieutenant, 1 for commander, and 6 for a captain; you make it three years for the sub-lieutenant?—Yes, certainly, it is practically nearly so, although there is no regulation laid down now as to any fixed period of service. Sub-lieutenants are practically promoted by seniority; they remain two years or upwards in that rank; but I imagine that there are very few ships in the service which have the right complement of sub-lieutenants or midshipmen, and I think it is of great importance that they should have their proper number. By keeping them longer in the service, you must increase the number of them; and you would give them the means of acquiring greater experience by the time they became lieutenants.

1983. Mr. *Scourfield.*] Have you any suggestion to make to this Committee as to the position or the promotion of the masters in the Navy?—It would be entering into a large question, and I would only say that a Committee was formed to consider that question at the Admiralty. I was asked my opinion by that Committee, and I gave it, which was to merge the masters into the executive branch of the service.

1984. Mr. *Dodson.*] I understood you to express your approval of a naval college, in which men or boys should be educated at the expense of their parents, instead of, as now, being trained on board ship at the expense of the country?—Yes.

1985. Would that additional expense, attending the entry of a boy into the Navy, have the effect at all of discouraging the parents from sending their sons into the Navy, or to such an extent as to interfere with the supply of officers to the service?—I cannot say whether it would be so or not; but if it were so, I certainly think that the advantages in the Navy ought to be so increased as to induce parents to send their sons into it.

1986. Do you think that the prospects and the pay in the naval profession are such, that parents would not be, to any material extent, discouraged from sending their sons into the service?—I think they would probably be discouraged. I think now, that a great many parents send their sons blindly into the service, and that it is done to get them off their hands: it is a saving of expense to them, and they do not know what hard work the service really is.

1987. Then, if there was that additional expense on entering into the Navy, it would be perhaps necessary to increase the advantages of the service to induce young men to enter it?—I certainly think, as we are the greatest maritime Power in the world, that whatever we may think is the best plan for educating the boys should be acted on, and we ought to make the advantages in the Navy so distinct that parents would not hesitate to send their sons into the service; and if they did hesitate, those advantages ought to be increased.

1988. Sir *Francis Baring.*] You have been asked some questions about the promotion of the sub-lieutenants: is it not the practice to promote them after a certain time, and more quickly if they distinguish themselves, while if they do not distinguish themselves they are kept back?—I believe they are; but I think that of late years,

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or in the last two or three years, you may call it practically promoting them by seniority, except for special reasons.

1989. But special reasons acting both ways? —Yes.

1990. Have you entered into any calculations at all as to the promotions; have you compared the promotions, since 1851, with the promotions that are proposed under the scheme of Sir John Pakington?—I have not compared the numbers; but, as I said, if the numbers on the Flag List are reduced to any great extent, I think that the flow of promotion will be checked in the service. I see no other way of keeping it up but by keeping the Flag List at a considerable amount.

1991. I have some figures before me, which represent the promotions to the Active List during the last 10 years, as very nearly 11?—I think they have been about seven for several years; as the average for the last 10 years.

1992. In the calculations made by Mr. Finlaison, what does he calculate the promotions would be with the limit of age proposed, and with the 75 admirals?—I do not recollect.

1993. Do you consider that great dissatisfaction is felt in the service, with regard to promotion and retirement?—As to promotion, I do not think that there is great dissatisfaction in the service at present; but as to retirement, that touches again on the forbidden question; for of course retirement is nothing without additional pay.

1994. Is it the mere act of retirement which causes the dissatisfaction, or is it the position in which an officer finds himself when he is retired? —I think that the regulations as to retirement in the Order in Council of 1860, have caused satisfaction to a certain extent; the amount of the increased pay as to retirement being founded on the period of active service at sea, which is no doubt the soundest rule that could be adopted; but I am not able to go into the question of retirement in itself; I do not understand the present Retired Lists of the Navy; it is a very complicated question, and I should be very sorry to go into it.

1995. One of the principles that form the basis of Sir John Hay's plan is, that the Retired Lists should "be consolidated on an intelligible system?" —Yes.

1996. Have you, by accident, seen the lists, as they are to be consolidated in an intelligible form?—No; I have not looked into the matter with that view.

1997. Sir *James Elphinstone.*] As a matter of fact, there is very considerable dissatisfaction in the service?—There is on one point, which is not now before the Committee.

1998. Sir *Harry Verney.*] Do you think it would be desirable to have a chaplain-general in the Navy?—I think it would be desirable, if he were distinctly under the Admiralty, as he would be if the chaplains made their reports through the captains of the ships.

1999. So that there would be no interference with the discipline of the ship?—I think there ought to be such regulations as would not interfere with the discipline of the ship.

2000. Do you think it would add to the comfort, and improve the position of the chaplains, if there was a chaplain-general?—In some way it would, certainly; but I think if the chaplains in the service were examined on that point, you would find a very great variety of opinions. I have heard some say that they wished for it, and some say that they are very much opposed to it. I do not think there is any decided opinion upon that point.

2001. You are employed at Devonport?—Yes, in the steam reserve.

2002. Is there not a considerable quantity of Government property there?—Yes.

2003. Is that looked after by the metropolitan police, or by old sailors?—That on shore by the metropolitan police entirely.

2004. Lord *Clarence Paget.*] I have understood you to say that, with regard to retired flag officers, such retirement ought to be prospective, and you thought it would be a considerable hardship if it were retrospective?—No; I think I scarcely said that. I said that it would probably hurt the feelings of some of the officers at the present day if they were put on one side; and although it would not do so if it were made prospective, I am still of opinion that it ought to be done. I do feel strongly that the active list should be composed of active officers, and the sooner it is made so I think the better.

2005. You would keep the Active Flag List at much about its present number. You would merely retire the officers at a certain age?—Yes; I would keep the Flag List at about 85.

2006. At the present moment do you consider, taking the average of the officers that are promoted to the various ranks, that it is satisfactory with regard to age?—Satisfactory for the service in general, or for individual officers?

2007. I mean is it a fair average, as compared with the promotions in other services?—I certainly do not think that the general average age of captains who get their flags is as young as it should be. I think that every man who is to arrive at the Flag List, to get the most out of him, should arrive at that list at about the age of 45. Of course it is impossible that every man can do that, but that is what I think should be aimed at.

2008. If a war broke out, nothing would be easier, of course, than to establish that by a considerable promotion?—I do not think you could establish by one promotion that all officers would arrive at the Flag List at that age; you might put your hand upon a certain number of officers in the Captains' List, and make them admirals.

2009. On an emergency?—Yes, that is what we should be compelled to do; I do not wish to see the Flag List reduced so low that either promotion is checked or the Admiralty have a very small choice of admirals when they want to appoint admirals, in peace or in war. An admiral's command is so very important that, I think, the Admiralty should have a considerable choice of officers.

2010. I think you stated that in the Army, officers were promoted to the rank of general at a much younger age?—Yes.

2011. Is that so with regard to the colonels and lieutenant-colonels?—No; I do not know the average age at which colonels or lieutenant-colonels are made so, but my impression is that the average age of the colonels is rather above the average age of the captains in the Navy. The officers in the Army pass through the rank of colonel so quickly that they obtain the rank of general considerably earlier than captains in the Navy obtain their flag rank.

2012. You were saying, I think, that the real grievance was more a want of employment on full pay for officers rather than the amount of pay?

pay?—I think, when I was asked the question whether there was any dissatisfaction in the service, I said that I could not refer to it without referring to the pay. Whatever dissatisfaction there is in the service is chiefly with regard to that forbidden subject; but there is a grievance, which is a want of employment, the captains and commanders being thrown so much on shore.

2013. Do you think that more officers could be advantageously employed in the dockyards, I mean officers in the rank of captains and commanders in the Steam Reserve, for instance?—I think certainly not; as I am in command of the Steam Reserve, and have had a good deal of experience, I can distinctly say there is no employment for captains in the Steam Reserve. I think it would be a harmful thing to put captains in the first division of the Steam Reserve, and let them remain on shore; the work at present is done by the master living on board, and is done better than if the responsibility was taken off him and put upon the officer living on shore. I should not recommend trying to find employment for officers in that way, where real employment does not exist.

2014. You would rather leave them on half-pay?—Yes, than put them there; not on their present half-pay, I do not say that.

2015. Are there no employments that you could suggest for officers who are now on half-pay, captains and commanders, beyond sending them out in actual sea-going ships?—With regard to the commanders, I should like to see a commander in every frigate that is commanded by a captain, for the sake of giving him employment. With regard to the captains, I do not see any opening to enable the Government to give them more employment now, unless it goes into the question of the naval barracks. I would add, that I think the best employment for our captains is employment at sea.

2016. Have you any suggestion to make to the Committee, to assist them in forming an opinion as to whether additional employment could be given to the captains of the Navy during peace time, without enlarging the fleet beyond the wants of the country?—None.

2017. Sir *John Hay.*] Is it not desirable, in order to avoid giving lieutenants commands at present at all, to employ captains in vessels of a smaller rate, and commanders, in that class of vessels which are now commanded by lieutenants. Would not that afford some further scope for the employment of those officers?—Yes; I think that is desirable, wherever it could be done.

2018. Lord *Clarence Paget.*] You think that officers of the rank of commander, active, young, and zealous officers, would not object to taking the command of vessels, in peace time, which are now commanded by lieutenants?—I think they certainly would not. I think that a great number of commanders would be glad to get the command of many of those vessels which are commanded by lieutenants in the present day.

2019. Do you think that captains would equally be glad to accept many of the commands which are now given to commanders?—I think they would.

2020. By which means a considerable increase of employment would be afforded to those two ranks?—Yes, and I may mention that a sloop of the present day is larger than the frigate of former days.

2021. You object to employing captains in any of the ports for port duties?—I do not see any opening for the employment of captains in any of the ports beyond what they have at present.

2022. Mr. *Ayrton.*] Is it a correct expression of your views to say that the flag officers should be subject to a certain rule; that they should be compelled to retire at a certain age, unless otherwise ordered by the Admiralty, or that the retirement should be absolute, and then that they should be drawn back again into the service, if necessary?—All that are retired should be absolutely retired, and should not be drawn back.

2023. Still you would make some qualification if the Admiralty thought that it was for the public interest that they should be kept in employment, they should not be interfered with?—Only in case of their being in actual employment at the time of arriving at the certain fixed age.

2024. Sir *John Hay.*] Referring to the suggestion that fell from Lord Clarence Paget, as to the employment of officers of the rank of captains in the commands which are now held by commanders, and also of employing commanders in the place of lieutenants in smaller vessels than those in which commanders are now employed as second officers, would not that prevent the necessity for so large a list of lieutenants?—To a very small extent, I think.

2025. But to a certain extent it would, would it not?—Yes.

2026. A proposal has been mentioned before this Committee, which was to change the titles of the different ranks in the Navy, more especially the rank of lieutenant; and the reason given was, that when serving in alliance with other powers, and where there was a combination of land and sea forces, some difficulties have arisen on account of the fact that the rank of the naval lieutenant corresponds with the rank of captain in the Army. It has been suggested that the captains might be called commodores, and lieutenants captains; what is your opinion upon that?—I have heard of a great many mistakes being made on account of the difference of those ranks in the two services, and I am favourable to a change.

2027. Mr. *Ayrton.* Do you mean to change the name at sea, or only on land when occasions arise?—The change in the title of the rank would be in the Navy List.

2028. Do you mean a change merely in the rank in the Navy List, or when an officer was at sea?—I would have a change in the Navy List; then of course it would extend to the ships at sea; a change in the rank in the Navy List would include all change.

2029. Would you have a lieutenant at sea called captain?—If lieutenants are called captains in the Navy List they will be so called on all occasions; it would cause great confusion at first, but there is such a jarring between the ranks in the Navy and the Army that I think a change should be made.

2030. Mr. *C. Berkeley.*] If captains were appointed to gun vessels of the Coquette class, do you think that any inconvenience would arise on service, if the captain of that vessel met a French man-of-war, or a Spanish man-of-war, commanded by an officer of equal rank, who would be, perhaps, in a 36-gun frigate?—I do not think that any real difficulty or inconvenience would be occasioned by it; but I do not contemplate that gun vessels should be commanded by captains.

Martis, 12° *die Maii*, 1863.

MEMBERS PRESENT:

Mr. Ayrton.	Mr. Maguire.
Sir Francis Baring.	Lord Clarence Paget.
Mr. C. Berkeley.	Sir John Pakington.
Mr. Dodson.	Mr. Scourfield.
Sir James Elphinstone.	Sir Harry Verney.
Mr. Finlay.	Mr. Walpole.
Sir John Hay.	Sir Henry Willoughby.

THE RIGHT HONOURABLE SPENCER H. WALPOLE, IN THE CHAIR.

Rear Admiral Sir JAMES HOPE, K.C.B., called in; and Examined.

Rear Admiral Sir *James Hope*, K.C.B.

12 May 1863.

2031. *Chairman.*] YOU are a Rear-Admiral in Her Majesty's Navy?—Yes.

2032. Have you recently been employed?—I have just returned from China.

2033. In China, did you hold a higher rank than that of Rear-Admiral?—I was a Vice-Admiral during the time; not for the whole of it, but for about two-thirds of the time.

2034. The object of that, I conclude, was to give you a relative rank as compared with other officers who might be serving there in the French Navy, or that of any other foreign nation?—Yes; the object was to give me the same rank as my colleague the French Admiral.

2035. Do you see in practice any objection to conferring a higher rank, for the time being, upon an admiral serving at any station?—None whatever.

2036. By giving an equal rank to that which is possessed by commanders and admirals in other fleets, it gives to England that proper position which she ought to hold in relation to other fleets?—That was the object; but I do not think that is a matter of any very great importance. I think that in reality the relative influence of officers of different nations, whether in command of naval or military forces, very much depends upon the comparative amount of the force they command, and on the character of the men. Of course it is an agreeable and pleasant thing.

2037. You are not employed now, I believe?—Not now.

2038. A good deal of evidence has been given before the Committee relative to a plan for promotion and retirement, which has been called Sir John Hay's plan; are you acquainted with the particulars of that plan?—I have glanced over it, but any plan of that description must require very careful study, and not only very careful study, but also assistance in point of documents, and I should say very experienced actuaries, which are not at a man's command who is not living in London; therefore I could not pretend to give any decided opinion upon the merits of the plan.

2039. It has been stated to this Committee that there is a certain amount of dissatisfaction felt in the navy with regard to promotion and retirement; are you aware of that existing to any extent?—No. Speaking as commander in chief from China, I should say certainly not, if you mean by dissatisfaction, dissatisfaction which influences the conduct of officers in the performance of their duty.

2040. I meant dissatisfaction in the sense that they are disappointed at the slowness of the promotion, and the slowness with which they arrive at the higher ranks in the Navy?—I should answer that question in this way, that every officer is naturally anxious to be advanced; but I really am not able to speak, from my personal experience, as to whether they are dissatisfied or not, because I think the Committee will readily understand that is hardly a subject that they would think it right to bring before a commander in chief on a station; it would hardly be consistent with their duty.

2041. Do you think that promotion according to the present regulations is ordinarily now so slow as to preclude officers from rising to the higher ranks at a time of life when they are likely to be more active in their duties than if the time of their promotion is postponed?—Certainly not; you have, under the present system of promotion, men, in all ranks of the service, who are perfectly fit, in point of age, to perform their duties.

2042. At the present time the lieutenants and commanders are retired at certain ages, compulsorily, I believe?—I cannot speak positively as to that. I have not been much interested in the retired lists, but I believe it to be the case.

2043. Speaking now for the good of the service, and looking only to the efficiency of the service, do you think that any improvement might be made in the period of service which is required of the different classes of officers before they obtain their promotion?—I certainly would not increase it; and for this reason: at present the earliest age at which an officer can become a captain is 22 years of age; if you fix the minimum at 22 years of age, you will find, as a rule, that the average promotion of officers—or I will not say that—but the average earliest promotion

motion of officers must be put six or seven years later. Without having attended very closely to the subject, I think of late years that very few officers have obtained their rank as captain under 30. If you advance that minimum age, some four or five years in the same way, you will probably find that the age at which officers would be promoted to the rank of captain, instead of being 30, would be 35, which, I think, would be very disadvantageous; besides, I think it very desirable, if you look forward to the contingency of a war, that you should be able to promote officers who distinguish themselves very early in life; the great stimulus to exertion in our profession is promotion.

2044. The period of service for a captain being six years in peace and four years in war, and five years partly in war and partly in peace, before he attains his flag, would you leave that period of service the same as it is now?—I think so. I think it answers perfectly well.

2045. You think no great advantage would be gained by lengthening that period of service?—None whatever. I should not be disposed to alter it.

2046. Would any advantage be gained by increasing, if you could increase, the constancy of employment?—No doubt the more constantly the officers are employed, as a general rule, the more efficient you may expect them to be.

2047. It has been suggested in the plan called Sir John Hay's plan, that captains should be compulsorily retired, irrespective of service, at 60 years of age, and admirals, as a general rule, at 70. What would be the effect of that, do you think, upon the navy?—I am not prepared to give an opinion upon that subject. As respects retiring at 70 as an admiral, I do not look forward to serving afloat after I am 70; in that point of view it is a matter of perfect indifference to me.

2048. Have you any suggestions to offer to the Committee by means of which you think that the system of promotion and retirement in the navy might be improved?—No. I fear I have hardly considered the question sufficiently to be able to offer much that would be deserving the notice of the Committee. As respects the employment of admirals, I have sometimes thought that it would be a better system when a man was promoted to the admirals' list that, instead of having three different ranks of admirals on our list—rear-admirals, vice-admirals, and full admirals, a man should be made at once an admiral. He is called an admiral in society; nobody calls him a rear-admiral, or a vice-admiral; and the First Lord of the Admiralty would then be able to select from the admirals' list the men whom he thought most fit for different employments, whether at home or abroad. At the present time his hands to a certain extent are tied. The system which has come into vogue lately of giving officers brevet rank has somewhat loosened his hands; but we have always been in the habit of considering, in the service, that a vice-admiral should go to one station, and a rear admiral to another, and so on. I think it would be a better system, viewing merely the efficiency of the public service, if the First Lord of the Admiralty were to be at liberty to select the men who are the best qualified to take the several commands; for instance, a man may be sent to a dockyard, and after being three years there, although he may be a very fit man to go to a dockyard, he becomes a vice-admiral, and you are obliged to take him away, because rear-admirals are only employed there; even without altering the present system, I should be glad to see something done analogous to giving officers superior brevet rank. For instance, if an officer is appointed to a dockyard, he should remain there for five years, even although he obtained the rank of vice-admiral; of course he would be very happy to remain there on the pay, and it would be no expense to the country. I have no doubt that very efficient officers, and men the best qualified for those appointments, have occasionally not obtained them, because it was known that they could not retain them for the whole five years.

2049. Do they decline the appointment in consequence of that?—I think probably it is never offered to them on that account.

2050. Would there be any feeling amongst the admirals that it would lower them if any vice-admiral should be appointed?—I do not see why it should.

2051. Can you see any reason, for the purpose of employing officers more constantly, why captains should not be commissioned to take the command of vessels smaller than frigates occasionally?—I think you may very well put a captain into any sized despatch vessel that you please. It is a sufficiently good command, and looking back to the time when I first entered the service, I think that the smallest despatch vessel we have is a much finer command than an old 26 or 28-gun frigate.

2052. Would not that be one of the several means that might be suggested to give officers more constant employment?—Yes, no doubt, but it would be at the expense of the commanders, and increased employment must be found for them.

2053. Supposing that to be done with regard to captains, might you not find employment for commanders by giving them the commands of gunboats occasionally?—I should hardly like to put a commander into a gunboat; probably you may have seen the accommodation on board a gunboat, and the way that everybody is thrown together; they are packed so closely together, that I should not like it. You might, perhaps, put a commander into a 80-horse-power gunboat, but I should not like to see him in a 60 or 40-horse-power gunboat.

2054. You entertain some doubts about the expediency of the change?—Yes; I feel an objection to 60's and 40's; I think you might entertain the question of the 80's; an 80 is pretty nearly the same size as the old 10-gun brig, which used to be commanded by a commander. There is another question to be considered. I think it would not do to place a man of that rank in a vessel in which there would be no lieutenant serving under him. You might manage to give him a lieutenant in an 80, but not in a 60 or a 40.

2055. Sir *Henry Willoughby.*] We have been informed that there is compulsory retirement by age in certain grades of the navy?—I believe it to be so; but I am very little acquainted with the regulations of the Admiralty on that subject; it has not interested me much.

2056. Is it your opinion, if there is such a rule in practice as to commanders and lieutenants, that it will be a subject of dissatisfaction if the same principle is not applied to the higher ranks, that is to captains and admirals?—Yes, it might be so, but whether it would continue to be so, I doubt; if the evidence taken before this Committee, and the

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papers I have read on the subject, should ever see the light, I think perhaps they might induce a change of opinion.

2057. You are not clear that the distinction would be the cause of dissatisfaction?—No; I am by no means clear that it would be the cause of dissatisfaction if what I have read on the subject is published.

2058. I believe that in the French service the admirals retire positively at 65?—Up to the rank of vice-admiral they are retired, I think, at 65, or at some such age; but if a man attains the rank of admiral, he is never retired at all.

2059. Their list of admirals is very small?—Very small comparatively.

2060. Nearly all of them are employed, I believe?—Yes; I suppose there are very few unemployed.

2061. You think that the admirals should constitute one class instead of three grades?—I gave that as an idea. It is a question that I have never considered very seriously or very carefully, but it is an idea that has crossed my mind, that it would contribute to the efficiency of the public service if that were done.

2062. Take the case of large fleets such as we had during the French War, 30 sail of the line, how would you arrange the distinction between the different admirals?—When an admiral was commissioned for employment, the Admiralty would commission him as a vice, or a rear, or a full admiral, according to the importance of the command on which he was to be employed.

2063. Would he be a man of that grade for that special occasion?—He would take his rank; which has been found to work well as to other admirals, as the commodores do now, they resume their own seniority in point of command when an officer senior to them is present. If you wish to give an officer substantive rank, that must be done by an Order in Council from the Queen.

2064. You have turned your attention probably to the numbers on the Active List of the Navy, taking the whole of the grades from the cadet and midshipman to the admiral?—Yes; I have thought of that.

2065. Have you observed that ever since the French war, the numbers in the lower grades have been larger than there was any fair chance of finding promotion for?—I should hardly say that; no doubt it did exist at the conclusion of the war, and for a long time afterwards, the test being this: when I first went to sea, we had in the midshipmen's berth, mates who had been mates for 16 years—mates who were eligible for lieutenants—and when I was in China, we were in that state, that frequently I had vacancies for lieutenants, and nobody to put into them—boys were made lieutenants the day they passed—and I believe now that there is no sub-lieutenant upon the list of more than two years' standing.

2066. Has not the Active List been brought to its present state by the very extensive retirement, in some cases, of first lieutenants?—No. I should rather say—although of course, I speak under correction, not having studied the subject much—that it is owing to the number of cadets who have entered the service having been limited of late years. I think that appears to be the natural cause.

2067. The present numbers on the Active List of all grades are lower than they have been at any time since the French war?—Yes. I may remark, that I think the list of lieutenants is much too low at present.

2068. What number of lieutenants do you think there should be in Her Majesty's navy?—I would have 1,200; the full number.

2069. Has it not been found in practice, when there has been so a large a number of lieutenants, that the 300 or 400 at the top have not been fit for service when called upon?—I was not aware of the fact till I came across it in some evidence that I read this morning; but I suppose proper measures might be taken to remedy that; I mean by 1,200 lieutenants, 1,200 men fit for work.

2070. How would you remove those who are not fit for work in the Active List?—That is the great difficulty. I am not prepared to suggest any means, simply because it is a question that I have not studied. No doubt it is a serious difficulty—a great difficulty.

2071. I think, in the last five years, that is, taking 1858, 1859, 1860, 1861 and 1862, 840 cadets and midshipmen have been entered?—Yes.

2072. Is it your opinion that the number of entries of cadets and midshipmen for the last five years has been too numerous or not?—I cannot answer that question. From the state of the sub-lieutenants' list, because that is the test I would bring it to, I see that the sub-lieutenants are increasing in number, and I think that is desirable. I attribute that of course to the increase in the number of cadets; my object would be to have an efficient lieutenants' list of 1,200 officers; I think that of the utmost importance. If a war broke out to-morrow, and of course that is what we must look to, the state of the service at the breaking out of a war; I think there is no point more material to the efficiency of the service, and I speak from positive experience during the last four years, than that there should be an ample supply of lieutenants.

2073. Have you any particular views as to the number of the sub-lieutenants?—No; but I would regulate their number by the number that would keep the lieutenants' list in the state of which I speak.

2074. In whom rests the appointment of the cadets and midshipmen at the present time?—When an admiral is nominated he has two nominations of cadets; when a captain is appointed to a command, he has one. I believe that the remainder is in the nomination of the members of the Board of Admiralty, but in what proportion I cannot say.

2075. Do you know in whom the regulation as to the total number is vested; is it in the Board of Admiralty?—Yes, of course.

2076. Or in the First Lord of the Admiralty?—That I do not know; I presume the Board.

2077. If you want to keep the Active List in a healthy state, is it not of importance that the number of entries of cadets and midshipmen should be carefully watched?—No doubt of it.

2078. If there is any dissatisfaction among the officers of the Navy does not that really arise because they obtain promotion up to a certain point, and there they are very apt to stick?—I think, looking simply to my own experience as a looker-on, that promotion in the junior ranks of the profession now is more favourable to the junior ranks than it has ever been during the 40 years that I have known the service. By that I mean that a large number of lieutenants are made commanders at a much earlier period of life, for I recollect when a man could not be appointed as first lieutenant of a 36-gun frigate who

who had not 10 years' standing as a lieutenant. When I came home the other day two very deserving officers were promoted by the Admiralty, as I understood solely for their seniority, but those officers had not 10 years' standing, and that shows a very great difference in the state of things. I think that the commanders' list bears a much larger proportion to the lieutenants' list than it did before, and therefore there must be much better promotion for the lieutenants. What the relative proportion between the captains' list and the commanders' list is I cannot say, I suspect that is pretty much as it was.

2079. Has not that advantage, whatever may be the value of it, been purchased by putting a large number of officers on the reserved and retired lists?—Yes, it must have been so.

2080. That is, in fact, adding to the dead weight of the Service?—No doubt of it; and I think that is really the one thing which makes the question so very serious, that you have, after all that has been done, so enormous a list of retired officers, which, of course, is a great expense to the country, and it bears so large a proportion to the list of efficient officers. There is no doubt that is a great difficulty, and that is the problem you have to solve. I believe it is the difficulty which has been found to be pretty nearly insuperable. If you look to the American Naval Service, which is a seniority service, or to our own seniority services, the marines, the artillery, or the engineers, or to the Austrian military service, which is a seniority service, or to the French Naval Service, the same difficulty fronts you wherever you go; and, to my mind, that question has never been satisfactorily solved, and probably never will be. I do not think it is possible.

2081. There is, I believe, not much dead weight in the French service?—I do not know; and that is just one of the disadvantages that a man labours under in giving an opinion upon this question without the means of information at his command. I should like very much to know what the dead weight of the French navy is, and what proportion their dead weight bears to their efficient list. It would be most instructive to know how that is.

2082. With regard to the promotion of officers in the Navy, do you consider that the practice, as it at present exists, is satisfactory, as to the hands in which that promotion is placed?—Yes, I do not see what other hands you could place it in. I understand that promotion rests now, as it always has done, with the First Lord of the Admiralty, who is the minister responsible to the country, as I understand it, for the efficiency of the Navy; that the Board have the power of making recommendations, what are called Board promotions, where there has been distinguished service which calls for it, and I do not see in what way that system could be amended.

2083. According to your views, you would leave that matter as it stands?—Yes, so long as the Board of Admiralty is constituted as it is, I do not not see what else you can do. I think that the First Lord would cease to be the First Lord if you took the power of promotion from him.

2084. Mr. *Ayrton.*] You entered the navy, I believe, in the year 1820?—In 1821. I went to college in 1821.

2085. Probably you are aware that in the Navy List you stand before two officers who entered the navy, one in 1813, and the other in 1809?—I have no doubt that I stand in the list before many officers who were in the service long before me, before I was born probably.

2086. The two officers who stand immediately below you in the list of admirals are officers who have been somewhat distinguished, are they not; Admiral Austin and Admiral Ramsay?—I think that is hardly a question for me to reply to, and I would rather decline answering it.

2087. Have not those officers been distinguished by their Sovereign, inasmuch as they are C.B.'s, and have had medals bestowed upon them?—Yes, they are both Companions of the Bath.

2088. May I take it that both of these officers are quite efficient?—Thoroughly efficient.

2089. Can you explain to this Committee the principle upon which you have passed over the heads of those officers?—I shall be very happy to give the Committee a history of my career, if they choose to hear it. From my earliest infancy, I always looked forward to going to sea; my father was an admiral in the service, and, as boys frequently do, I chose the same path in life that he had trod. An old schoolfellow went to the Naval College six months before me, and I wrote to him to tell me what studies I should follow that would advance me at the college, which he did. I went to the college and the first day that I was at Portsmouth, one of the youngsters said to me: "If you can get the gold medal you will get a lieutenant's commission as a matter of course, without favour or interest from anybody." I determined to work for that, and I obtained it; therefore I conceive that I owe my lieutenant's commission to nobody. I was entitled to it by the rules of the service. I remained a lieutenant for three years, and then a relative of mine, Lord Northesk, was appointed to the command at Plymouth, Lord Northesk being one of the flag officers who had commanded a ship at the battle of Trafalgar, at which battle also my father had commanded one of the line-of-battle ships, and I may add that one of the four prizes taken into port was taken into port by him. Lord Northesk very properly took with him as flag lieutenant an officer who had been with him at Trafalgar in the "Britannia," and after he had been there for two years he was promoted by the Admiralty on the occasion of a Board visit, which was a usual thing to do. Then Lord Northesk thought of his relative, and he took me as his flag lieutenant. I therefore got my commission as commander from Lord Northesk. I say this without touching the question of whether these promotions of flag lieutenants, which I may come to by-and-bye, should be given to officers, and should be considered, as they are, as a kind of perquisite of the Commander-in-Chief. I will not enter into that question now; but I merely mention to the Committee the fact. It was in the year 1830 that I obtained my promotion, and the next thing was, how was I to get a ship. I may state to the Committee that I entertained a strong feeling, that, being the son of an admiral, not unknown in the service, I would never allow any private friend to press for any promotion or employment for me in the service, but that I would trust solely to my own exertions. When I was thrown adrift on half-pay, I began to consider how I should establish any claim on the Admiralty for employment; and to effect that purpose I went to Cambridge with this view. I said to myself, if I can take a good honour at Cambridge, I will go the Admiralty, and tell them what I have done, and which, as I understand, no other naval officer has done before,

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and ask them for an appointment. After I had been at Cambridge for 6 or 8 months, I did go to the Admiralty, and saw Sir James Graham; and after being very civilly received, he was on the point of bowing me out as usual, when I said that I had been to Cambridge to improve myself, and I said, "If I can get a good honour will you give me an appointment?" and he said, "Certainly." That is how I got a ship. I commanded the "Racer" for 5 years, and I had the good fortune to capture 1,200 slaves. It was a tradition on the West India station that any officer who captured 1,000 slaves established a claim for promotion. When I came home after commanding that ship for five years, I was promoted to be captain at the coronation promotion. I wrote to the First Lord of the Admiralty to tell him that I had been eight years a commander, and I felt that I had arrived at that time of life when I was anxious for the next step, but I hoped that if he could not promote me, he would give me the appointment of commander of a line-of-battle ship, and that is how I got my different steps. I have had the good fortune to pass over officers who are older than I am, and yet still there is nothing for which I need blush in the way I have obtained my promotion, and if the Honourable Member had not put the question to me what I have stated to the Committee would never have been told to anybody.

2090. My object was to elicit from you whether you thought it desirable that the system of selecting lieutenants merely on account of relationship, was a desirable one, and whether it does or not tend to discourage the just hopes of competent officers who have qualified themselves for the service?—You now speak of flag lieutenants. It is one of those customs which has prevailed from time immemorial in the service, and I think that the great body of officers would not be disposed to take any exception to it. I think that they view it in this way, that a man who is appointed as a flag lieutenant is a very lucky fellow. I do not think that it occasions, so far as I am aware, any great amount of dissatisfaction. I may add, that in my own case, having determined before I went to China, that any patronage that fell to my lot should be given solely for the good of the public service, in selecting my flag lieutenant I did not select my own nephew, who is now at Vancouver's Island in command of a gunboat, and who is a very good officer, and one in whose welfare I am naturally more personally interested than in that of any other; but I took with me a lieutenant who had been mate with me in the "Majestic" during the Russian war; and I did that with this object, that all officers on the China station might know the way in which I intended to deal with my patronage.

2091. Should you approve of the system of passing over officers possessed of undoubted qualifications for Her Majesty's service upon extraneous considerations, that is to say, upon considerations apart from distinguished service?—No doubt if you could establish a perfect system of promotion, merit should be the sole cause of promotion, and it was so during my command in China on that station.

2092. As to passing over officers who are undoubtedly qualified, as those officers must be who have arrived at the rank of rear-admiral, who are C. B.'s, and have had medals bestowed upon them, do you think that that is a satisfactory system?—I think that, in any service, if you have young officers, those officers must pass over men who are very much more deserving. I think that is in the nature of things.

2093. Would not those officers, if not passed over, who appear to be very qualified for Her Majesty's service, have been young officers in their time, and in the same position?—No. I imagine, particularly in the case of Admiral Ramsay, he served, as I believe, during the war when the list of lieutenants amounted to 4,000, and it is quite impossible that all those officers could be promoted; the thing is out of the question. I do not think that is to be avoided. If you are to have young officers in the superior ranks, you cannot have them without passing them over the heads of men who are very likely much more deserving, better seamen, and better officers.

2094. Do you see any mode of keeping down the dead weight of the Navy, except by keeping the Active List very close to the number of officers who can be actively employed?—Of course the state of the Service, in point of officers, at the breaking out of a war is what we are to consider; and I have often thought that the most favourable state for the lists to be in then would be this, that your lists of superior officers should be rather small, and that your list of lieutenants should be large; and for this reason: suppose your list of admirals is too small for your wants, there is no doubt that you could get capital admirals from the head of the captain's list, and therefore there would be a great opening for advancement, and that would be a great stimulus to exertion; it would operate as an immense encouragement to captains to distinguish themselves, if a captain felt that he would have a chance of being made an admiral; and in the same way, you could always provide perfectly efficient captains from the head of the commanders' list; and you could also provide perfectly efficient commanders from the lieutenants' list.

2095. Is it your opinion, that officers who have had a sufficiently long career of active service at sea, as lieutenants, commanders, and captains, would respectively, on their promotion, be efficient in the superior grades of the service?—No doubt you could always get men of very considerable experience in those ranks who would be perfectly competent to fill situations in the superior ranks.

2096. I asked you the question, because opinions have been expressed to the contrary, that an officer, although thoroughly experienced as a commander, is not fully efficient as a captain or a flag-officer, until he has been some period at sea—say, a couple of years?—The officers to whom I allude, being men of some service, and at the head of their respective lists, would have of course all the experience that would be required.

2097. Sir *James Elphinstone.*] You have lately been Commander in Chief in China?—Yes.

2098. During the period that your flag was flying there, did you receive the allowance called batta?—Yes; in addition to my pay.

2099. What was the amount of that?—About 3,000*l.* a-year.

2100. Making the pay and allowances of an admiral on that station 5,000*l.* a-year?—About 5,500*l.*

2101. Did you find that more than sufficient to keep up the dignity of your position and the calls that were made upon you as Commander in Chief on that station?—I should premise what I have to say, by stating to the Committee, that having

having private means of my own I was not limited in my expenditure necessarily. I should say that if a commander in chief in China could spend 3,000 *l.* a-year upon himself, it would be a very handsome allowance; but he would have nothing to send home to maintain a family, if he happened to have one.

2102. Would it require 1,000 *l.* more than at present?—Yes.

2103. It would require 1,000 *l.* a-year more than the present means to maintain the dignity of his position, without being able to provide for his family?—Yes; 3,000 *l.* a-year, I should say, would do.

2104. While you were in China, I believe hostilities were going on during the entire period?—More or less.

2105. Had you not a number of officers detached on shore service?—Yes; a considerable number at different times.

2106. Did they receive any addition to their pay?—When officers, seamen, and marines are employed on shore with the troops, they then receive the same allowances as the troops receive of corresponding ranks.

2107. Was that allowance sufficient to enable them to serve in those detachments without being obliged to encroach on their private means?—The periods during which they were so employed were much too limited, I think, to have any bearing upon that.

2108. Was batta allowed to anybody but yourself, your flag captain, and your secretary?—The officers in command of ships on the Indian division of the station received it, including Singapore, but not in China.

2109. Is not China an exceedingly expensive place?—The greater part of China is very expensive.

2110. In fact, without the allowance which used to be given by the East India Company, officers of all ranks are at a great disadvantage in China?—I should say that they have got enough to do with their pay; it is small in proportion to their wants on that station.

2111. Have you any means of knowing what the relative allowances are which are given to young men engaged in the shore agencies compared with the allowance made to lieutenants and commanders, and officers of that grade?—I have no doubt that the young men so engaged on shore receive what we should consider a fabulous sum, it is so much larger; I suppose that the youngest clerk in Dent or Jardine's house gets some 300 *l.* or 400 *l.* a-year, and those who are older in proportion, and a very handsome table is kept for them; but I speak, not from actual knowledge, merely from common report.

2112. During your period of service in China, did you find some difficulty in filling up the vacancies in the rank of lieutenants, and was that caused by the paucity of numbers, or from having been obliged to invalid officers from the station?—The vacancies were caused by invaliding.

2113. The difficulty you found in filling up those vacancies I suppose was aggravated by invaliding in the lower ranks?—I should not say that. I do not remember many of the youngsters being invalided.

2114. The health of the fleet, I suppose, on that station was, upon the whole, below par?—Under the circumstances in which we were placed China was, and always will be, under the same circumstances, a very unhealthy station. The ships were employed up the rivers, but, under ordinary circumstances in China, supposing a state of tranquillity to prevail, I see no reason why China should not be as healthy as any other station; and for this reason: of late years, a great deal to the north has been thrown into the station where the climate is very much like the climate of this country; and by giving every ship a turn to the north, I think it would be found very healthy indeed. At least I see no reason why it should not be so.

2115. For many years to come there must be, of course, a large proportion of the force detached on river service?—It was my intention, if special circumstances had not interfered, during the unhealthy months of the year, to have left the small gun-boats in the rivers, the larger ships being kept within a certain distance in case they were wanted out at sea. I think if a system of that kind were followed, the ships ought to be healthy.

2116. But the gun-boats would, in that case, be unhealthy, would they not?—It is a curious thing that at Ningpo, at the very time when the "Encounter" was comparatively unhealthy, a little gun-boat lying there, had not a man sick for weeks.

2117. But, nevertheless, the service up the rivers is not healthy, is it?—In the close of summer and in the autumn, it is decidedly most unhealthy; in the months of August and September.

2118. Sir *John Hay.*] I think you stated, in answer to the Chairman, that you thought it would be desirable that the list of admirals and captains in the Navy during peace should be kept very low, so as to enable the Admiralty, at the outbreak of a war, to fill up those lists to the requisite number by promotions from the junior ranks?—I was stating then what I considered theoretically would be the most favourable condition of the lists at the breaking out of war, and without reference to the interests of the officers.

2119. How small a list of active flag-officers do you think would be sufficient for the Navy?—That, of course, comes to be a matter of calculation, depending upon the quantity of employment that you have to give them, if the Admirals' List is to remain as it is now, and in reference to that, I should say double the number employed.

2120. So as to afford a sufficient number of reliefs?—Yes; but when I say double the number, I mean double the number of efficient men.

2121. Do you think it is desirable that the active list of admirals should consist of efficient men?—I think that as respects the admirals the list of admirals ever since I have known it has, in point of fact, in the upper ranks, been a retired list; only one admiral has been employed afloat within my recollection in 40 years, except at the home ports; and, therefore, I have always been in the habit of viewing the upper portion of the admirals' list as virtually a retired list.

2122. Do you think it is desirable to place those gallant officers on a retired list, instead of parading them before the country as being efficient?—I would not exactly say that they are paraded before the country as being efficient; we all know that they are not so; we are all thoroughly acquainted with the state of the admiral's list; there is no doubt, theoretically speaking, that it would be very desirable that your list of active officers should all be efficient, every one of them, but then in this world you must remember that everything is more or less a matter of compromise, and it is a question in my mind whether you would gain any very great

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great advantage by excluding from the admiral's list men who are not efficient.

2123. Do you think that a system of retirement by age would simplify the matter, and make it less irksome to officers to retire at a given time of life compulsorily?—I think, if there is to be any compulsory retirement, that no doubt retirement by age is that which would be the least offensive to any one's feelings.

2124. Does it not seem unreasonable to have a list of retired officers and a list of reserved officers, and a list of active officers, and yet practically that all the lists should consist of a considerable proportion of inefficient officers?—I allow at once, if you are looking to theoretical perfection, that no man ought to be on the active list who is not thoroughly efficient.

2125. You think that, if theoretical perfection were attempted, a much smaller list of active admirals would be sufficient?—Not only sufficient, but I think we must always look to the interests of the country; I think the country would never maintain so large a list of admirals if it were limited in the way that you speak of; and it would be unreasonable to expect that it should do so.

2126. The public service would not suffer, as there would be the means of promoting at the outbreak of a war, as you suggested, so as to secure the services of younger and more active officers?—I may say, in reference to that opinion of mine, that the most advantageous position of the list was what I stated; that I put out of sight for a moment the interest of the officers; and you must, I think, have larger lists in the superior ranks than to my idea is consistent with theoretical perfection, in order to give what is called a flow of promotion, and in order to keep the junior lists in a healthy state.

2127. Would not the same argument apply to the list of captains, that a sufficient number of captains would be represented by a smaller number, but a sufficient number to relieve those who were actively employed during peace?—Yes, a sufficient number; I do not say a small number; but these are all very serious questions, and I hope the Committee will consider that the opinions I give upon this subject are the opinions of a man who has merely thought of these things, but who has not had the means of studying them as he should wish to do. I should speak very differently if I were to bring forward any plan of my own from the way in which I do now; I should speak differently after having given the subject much more serious attention than I have yet given to it.

2128. If the list of lieutenants were augmented to 1,200 active efficient officers, the flow of promotion must be very limited, must it not, and only a certain number could attain the higher ranks?—Yes.

2129. In consequence of that a number of those officers must be disappointed of their just expectations?—Yes.

2130. It has been proposed that the list of lieutenants should be kept at a much lower number, merely to supply the present exigencies of the service in peace time, the number to be expanded in case of war, by officers to be drawn from the ships then in commission, and to be spread over the newly-commissioned ships. It has also been suggested that the other lieutenants who would be required at such a time might be drawn from those officers who held commissions as lieutenants in the Mercantile Naval Reserve. Do you think that such a scheme as that is a desirable one?—One difficulty with respect to the lieutenants of the Mercantile Naval Reserve appears to be this, as far as I understand it, that the men who hold the commissions of lieutenants in the Mercantile Naval Reserve are men who have arrived at a certain time of life as chief mates, or as captains of merchant ships; and I think that you can hardly expect a man, say of 30 or 35 years of age, who has had the command of a large merchant ship, to place himself in the position of a lieutenant on board one of the ships of war, and to perform the duties. I do not know what means are proposed for keeping that list of lieutenants in the Mercantile Naval Reserve juvenile; but if they are to be useful to you, they must be young men at the breaking out of war, and at that time of life when they could accommodate themselves to the difference of position, and learn the duties which they would have to learn.

2131. There seems to be an acknowledged difficulty if the list is maintained at 1,200, and only 600 can be employed in a time of peace; for instance, at the outbreak of a war, the lieutenants on the list would not be lieutenants who had been well practised at sea, and therefore a difficulty would arise as to whether those lieutenants would be able to perform the duties for which they had been kept on the list?—I think, as far as that is concerned, that the difficulty might be met by increasing the number of lieutenants afloat; that has been done to a certain extent at different times.

2132. Is it desirable, in your opinion, to maintain on the list of lieutenants such a number as could not possibly have sufficient practice during a time of peace, with a view to their being serviceable in a time of war?—Certainly not; but as to sufficient practice, I may say that, supposing an officer has had six years' service at sea as a lieutenant, I do not think that he will ever lose the ability to perform his duties, even by remaining on shore. I think it is most desirable to keep him afloat and in employment; but still he would be a very useful officer, and certainly a more useful officer than a lieutenant taken from the Mercantile Naval Reserve.

2133. Suppose the junior officers, midshipmen, and cadets, were insufficient in number to perform the duties which belong to them, do you think it would be desirable to increase the number of the warrant officers to perform those duties?—There is no doubt that latterly, say within the last 10 years, we have in the service found a great want arising from the paucity of subordinate officers; and that without reference to the interests of the officers themselves, midshipmen and cadets in the matter of promotion; it would be an immense advantage to have what we had in former days, a very large number of midshipmen in the ships. Now it appears that the two things are incompatible; that you cannot have the amount of promotion that you wish for, and, at the same time, have the number which I think are requisite for the efficient conduct of the service; and, therefore, if you cannot have them, you must endeavour to supply their place by the best substitute you can procure. I dare say that warrant officers, or a superior class of petty officers, would answer the purpose. I do not say that without adding that you will be perhaps in this difficulty, if you establish a class of officers of that kind, who conduct themselves well, the next thing will be that these men will be wishing for advancement

to

to lieutenants' commissions, and then you will be landed in the old difficulty.

2134. Do you think that there is any great desire among that class of persons to move in a rank to which they have not been accustomed? —I think you would find a great desire among them if you had a large class, say of warrant officers, doing quarter-deck duties, and perhaps petty officers doing warrant officers' duties. I confess I should be prepared to expect that. You had the same thing among the masters, and I think the same feeling would rise up among the warrant officers, particularly in a time of war, if these men distinguish themselves. I do not say that is a reason why the thing should not be tried, but that is a difficulty that I foresee.

2135. Do you think that the present system of education for naval cadets, on board a training-ship, is as good as might be established in a college?—I am all for a college. I consider that I owe, in point of education, everything to the college. The education that I received there, was as well adapted to my future career in the service as it could possibly have been.

2136. Would you attach to a college training vessels?—I think that a training ship would be a very good thing, and as ships are so much under steam now, there is no doubt that our youngsters do not care so much about seamanship as they used to do, which, I suppose, probably arises from not having the same practice in it; and therefore, I think, under existing circumstances, a training ship would be a very good thing, for the youngsters would put their hands into the tar-bucket and make themselves thorough seamen. I think that is the only way in which you could accomplish the object. I remember speaking to Lord Lyons upon the subject, and to other old officers, and they were all for the boys going to sea as early as possible. When I first entered the service, the best training ship was the ship the boy belonged to; that was very superior to any training ship you could have now. But, under the circumstances, I think it is desirable to have a training-ship attached to a college.

2137. Do you think that the college ought to be self-supporting, or is it desirable that all those who enter should receive their education gratis, as is now the case, instead of, as in every other profession, having to pay for their preliminary studies?—In a great maritime country like this, the first in the world, I think it is a fine thing to have a national institution, in which the orphans of our officers could be educated free of expense; that is certainly very consonant to my feelings, and it would be a boon, I think, to the service.

2138. Do you think that the advantages of the college should be extended to the sons of country gentlemen and others?—For the general public, I think it would be right that they should pay for the education received in the college.

2139. Was not that the system in the old college?—Yes, it was; it was a compound system. There was a certain number on the foundation, which I think is a very good thing for the sons of officers. I suppose that a preference was given to the sons of those who were in the worst circumstances, and that the foundation was limited to them.

2140. Do you think that such a system might, with great advantage, be re-established? — I should be very glad to see it re-established.

2141. Do you think that the class of masters are useful in the Navy?—Most useful.

2142. Do you think that it is desirable to absorb them?—I am quite opposed to the absorption of the masters. I think that any man who has commanded a ship would be very sorry to part with them. There is no doubt that the principle of division of labour applies to this as to everything else; and if you want the best master you must have a man who has been specially devoted to that line of the service, and give him all right and proper advantages in the way of rank and pay, as he belongs to one of those classes in the service which cannot look forward to its higher distinctions; and for that reason I say that those classes ought to be favoured in point of emolument.

2143. It has been suggested that in consequence of the Navy and Army serving together, as has recently been the case, it would be advantageous if a lieutenant in the Navy was called a captain, so as to bear the same title as the officer in the Army with whom he ranks, and that the rank of captain should be changed to a commodore?—I am entirely opposed to all that; I consider it childish.

2144. Do you think that no difficulty arises from the present state of things?—None; I may add that, as a matter of professional feeling, I rather cling to the old names of the service. I believe that nobody ever confounds a captain in the Navy with a captain in the Army, I know that the change has been thought of.

2145. Mr. *C. Berkeley.*] It has been suggested that flag-officers should be removed from the Active List on obtaining a certain age. Do you think it would give satisfaction to those flag-officers, if they were amalgamated with all the reserved and retired admirals?—I am not able to speak to the opinions of my brother officers upon that subject. I have been abroad for four years, and went before this subject was ventilated; I have not discussed the question with any of them, and I am not acquainted with their feelings upon the subject.

2146. Do you think, supposing they were amalgamated with the retired officers, that it would not be desirable to use some distinguishing mark, in order to show that they had been on the Active List?—Speaking of what I should feel on the subject, I should say that it is a matter of no importance. Men who are distinguished in the service are known perfectly well, without any distinguishing mark.

2147. Mr. *Finlay.*] You have no doubt seen the letter of Sir John Hay to the Duke of Somerset on promotion and retirement in the Navy?—Yes.

2148. There are ten propositions in it, the fourth of which is as follows:—"That the system of promotion by selection from the ranks of commander, lieutenant, and sub-lieutenant be so far modified that one-third of the promotions in these grades should be given to those officers having the greatest amount of active service at sea, in their respective ranks;" do you approve of that?—No; I am entirely opposed to it. The First Lord of the Admiralty is responsible to the country for his promotion of officers, and if he feels that responsibility as he ought, I think that point would meet with sufficient attention practically; I believe fully that amount of promotion is now given by seniority; but you might have a man, if this is carried into effect, promoted who would be very unfit for promotion.

2149. You are of opinion, I think, that frequent employment at sea is necessary to ensure the efficiency of an officer?—I do not quite say necessary,

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necessary, because the admiral who took the first place in the service during the Russian war, was a man who had been for a long time employed in diplomacy; but I say that it is most desirable.

2150. When there are not ships in commission in time of war sufficient to employ all, is it your opinion that employment could be found in the transport service for some of the officers with advantage?—I should be glad if it could be done to see all the transport service of the country carried on by government transports, because I should view both the officers and men employed in them as a reserve, and a capital reserve, but there are considerations which touch that question which of course might prevent the thing being done.

2151. Looking only to the efficiency of the navy would you recommend that the transport service should be carried on chiefly by ships belonging to the royal navy?—I should say entirely.

2152. What rank of officers would you put in command of a transport ship?—The command of one of the large transports which convey a whole regiment, such as the "Vulcan," or the "Simoon," is a very important command, and I should be glad to see captains put into them. They are now commanded by commanders, and I think that the responsibility is quite sufficient to justify a captain being put in command of such vessels, and perhaps in another point of view, it would be advantageous, which is, that the greater rank of the captain might facilitate the proper settlement of questions which occasionally arise with the colonels of regiments when on board those ships. It would be pleasant to a colonel to have a man commanding the ship of corresponding rank with his own, who for the time being is virtually his superior.

2153. Would it be desirable to encourage officers under the rank of captain to seek employment in the mercantile navy?—I should not have the slightest objection to their seeking employment in the mercantile navy if they could not be employed in the service. I should be glad to see them employed afloat.

2154. You think it would be desirable to encourage that?—I would encourage it, certainly, for the express purpose of keeping up their experience, and no doubt that would be very useful.

2155. Would you go the length of allowing a certain term of their service on board merchant ships to count as sea service in the navy?—I am not prepared to say that, because I think that the emoluments of a man who commands one of the large merchant ships are so great that if you add that additional advantage you would be rather tempting men to withdraw from the service. It is a question deserving of consideration, but it is new to me; perhaps it might be desirable to give one year in three, or something of that kind, as in the coast guard.

2156. Mr. *Scourfield.*] Is there anything in the present state of the relations of the merchant service and the Royal Navy that, in your opinion, might be improved?—No; I am not aware that any improvement is required. I have had a great deal to do with it during my command in China. I was brought into very intimate relations with the merchant service. We had a very large number of transports, and I cannot call to mind any inconvenience that arises from the present state of our relations.

2157. When the two services meet in port, is there anything in the rules and regulations as to mutual visits or inspection that requires any alteration?—No.

2158. Mr. *Dodson.*] Do you think that in a time of peace, with the view of training as many junior officers as possible, it would be well that every ship should carry an extra number of lieutenants, sub-lieutenants, and cadets?—I should be very happy to see supernumerary lieutenants and sub-lieutenants placed on board with that special object; they would be very useful in the comparative paucity of junior officers; but anything of that kind must be limited by the accommodation.

2159. Do you think that, in a time of peace, and with the view of giving employment to as many captains and commanders as possible, it would be well to appoint them to commands for shorter periods than are usual now?—No; I think it would be the cause of great inconvenience. I think, looking to the discipline of the ships, it would not do to shorten the time.

2160. Not consistently with the efficiency of the service?—I think it would be quite the reverse.

2161. *Chairman.*] Have you anything further to suggest to the Committee on this subject?—I would say this, taking the view I do, that for the interest of the public service, you ought to have a large number of lieutenants, and a corresponding number, probably, of sub-lieutenants and midshipmen, to all of whom it would be impossible that you should give that promotion to which they are all looking. I think that is a difficulty which, to a considerable extent, may be alleviated in this way:—Our service, like every other pursuit in life, may be considered a race, in which all are striving for the prizes; and if those prizes are given fairly, that is to say, if we all start fair, and if, in point of fact, merit is that which solely procures advancement for a man, then I think that those who are disappointed, and do not get the prizes, will, to a certain extent, be reconciled to their want of success. We all know that in our service there are various influences, if I may use the expression, which, certainly much more in former days than now, have occasioned the advancement of officers. There is political influence: there is also the influence of birth and family; and there is, besides, the influence arising from professional connexion. Now, in the nature of things, that can never be entirely got rid of; but the more it is got rid of, and the more impartially advancement is given in the service, so I think in that degree you will reconcile men to the want of success, and therefore you might have a larger list of junior officers than you can advance to the higher ranks without occasioning any great dissatisfaction.

2162. Mr. *Ayrton.*] Can you suggest to the Committee any further guarantees than now exist, with the object of carrying out the views which you have just expressed?—No; I think that the best guarantee is public opinion. I think that public opinion, acting upon those who govern our service, is the only guarantee you can have.

2163. Has it occurred to you that, in point of fact, there is no public opinion brought to bear upon the junior ranks of the service, although the position of the senior ranks really depends upon the junior ranks. At the present time, the junior ranks are comparatively so obscure, that public opinion is not brought to bear upon them?—I think it is. I believe that there is not a sub-lieutenant, nor a lieutenant made whose promotion

is not thoroughly canvassed. I may also mention to the Committee that there is another mode which has been adopted in foreign countries for meeting the difficulty, of a large number of junior officers, which is, that the officers in the military service of those countries are provided, after a certain period of life, with civil employment, and in that way they manage to clear the lists of redundant officers. If anything of that description could be done in this country, I think it would be well. In some foreign countries they certainly meet the difficulty of an accumulation of officers by providing, to a certain extent, for them civil employment. Of course, there is many a lieutenant who, after a certain period of life, especially with a family, would be very well contented to leave the service if you found respectable and confortable employment for him on shore.

2164. Sir *Francis Baring.*] Are you referring to any particular appointments?—No.

2165. Mr. *Ayrton.*] You have spoken of having a larger number of lieutenants, have you in your own mind fixed the proportion which the whole active list should bear to the numbers actually employed?—I would not have the lieutenants' list consist of less than 1,200, considering the number that you would require in a time of war. My view of the efficiency of the list has reference to the state it should be in, in case a war should break out with one of the leading maritime powers. I would not have the lieutenants' list less than 1,200. The whole efficiency of the service, when you are conducting active operations, depends upon your having a sufficient number of thoroughly good subordinate officers. I would say the whole, for it is a great drawback when you are short of such officers.

2166 *Chairman.*] Do you think that the Navy could be considered to be in a thoroughly efficient state in a time of peace, unless there was a reserve of officers who, in the event of war, would fill the ranks for which they were required?—I would say that 1,200 is a very good number, but not a man less.

2167. Taking that number as the number of the lieutenants, and which probably would regulate the other lists of the Navy, have you at all considered the number of other officers in the other ranks of the Navy that there should be in proportion to the 1,200 lieutenants?—I think that you cannot provide a sufficient number of officers in the senior ranks to give all those 1,200 officers the amount of promotion that you would wish.

2168. Would not the consequence of that be, supposing you had 1,200 lieutenants that you could not have a relative proportion of officers in the higher ranks to those 1,200, which would insure a steady promotion, and that you would have the list clogged up again, and consequently there must be inducements offered to retire?—That is your great difficulty.

2169. Do you see any mode of enabling the Committee to recommend any plan that would get over that difficulty except your first suggestions which was the employment of officers in civil occupations?—My first suggestion rather was that the impartiality with which officers obtained advancement would reconcile those who were not so fortunate as to obtain it to their lot. The next thing would be to find means of clearing the list to some extent by procuring civil employment for them.

2170. Mr. *Ayrton.*] Your evidence seems to point to some means of getting rid of the lieutenants who are practically thrown out in the struggle for advancement?—Yes; when a lieutenant once gets on the commanders' list he is pretty safe of further advancement.

2171. If he has been passed over more than once, and does not seem to have any prospect of advancement, ought he not rather to be invited to retire?—My object is to keep those 1,200 lieutenants efficient, and therefore as they arrive at an age at which they cease to be efficient, you must find some means of removing them.

2172. Sir *John Hay.*] At what age do you consider a lieutenant might be supposed to be inefficient when it would be no advantage to retain him in the service, either with respect to his own prospect of promotion or for the benefit of the service?—I think it would be fair to let him go at from 40 to 45; that is an age at which, if a man is disappointed of his promotion, I think it is hardly fair to keep him in the service doing the subordinate duties of a lieutenant. There has been a suggestion made which I noticed the other day, and which, I think, would be the greatest boon you could give to half-pay officers; for instance, captains, and that is employment. I think that officers who have been accustomed to be actively employed come on shore, and their habits are such, and their minds may be such, that their time hangs heavily on their hands, and if you could increase their employment you would confer a very great boon upon them. I saw a suggestion the other day that would certainly occasion a certain amount of expense, but which was that the captain should receive the Coast Guard appointments which are now held by commanders; it was said that such a plan would give employment for 60 officers; and if you could keep a man six years afloat, six years in the Coast Guard, and six years doing nothing, you would treat him very handsomely, it being understood that he would remain on the captains' list about that time. Of course, if you took these appointments away from the commanders, you must consider what you can do for them; you might increase the employment for them ashore; perhaps the country would not object to a certain number of commanders being employed in the Coast Guard under captains. Coast Guard appointments are now becoming, with reference to the Naval Reserve of very great importance; and, therefore, I think that possibly the country might support a little additional expense on that account.

2173. That would be additional employment provided for them in quite a new direction?—Yes. Suppose you gave 60 appointments in the Coast Guard to captains, you would then turn out 60 commanders, you might find a little additional employment for the commanders afloat; but perhaps the country would support the expense of employing the commanders in the Coast Guard as well. If you gave employment for 20 or 30 afloat, perhaps the country would not object to the difference between the half-pay and full-pay of the remainder.

2174. Do you mean that the commanders should be entirely under captains?—Entirely; but that would depend upon the organisation of the coast guard. There is another thing which has always struck me, which is, that you have a large list of admirals; it is rather an admiral's view of the question; but I think that they could be more usefully employed in charge of your dockyards, than in being on half-pay; and in the same way the difference of expense between employing

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ploying a captain superintendent and employing an admiral superintendent would not be very great. If all those appointments which are now given to captain superintendents, were given to the admirals, you would find employment for the admirals; and it would be a very great boon to men who might not wish to go to sea again on account of family circumstances, or who, because of the period of life they had reached, might perhaps not like to go to sea, but still are very efficient men, of great experience, and who would govern your dockyards and victualling yards most efficiently. If you took that description of employment from the captains, you would of course have to compensate them for it; probably by finding them employment of some other description, always remembering that the captain would eventually, when he became an admiral, receive one of those appointments which would fall to him only at a later period of life, and when I think it would be more acceptable to him.

2175. Taking your suggestions as so many links in a chain, do they not amount to this: first you would have no difference between a full admiral, a vice-admiral, and a rear-admiral; you would employ the vice-admiral where a rear admiral is now employed, and you would give to admirals appointments which are now held by captains. That would necessarily displace a certain number of captains; and to provide for them, you must give them the appointments now held by commanders, and as that would displace so many commanders, you must find employment for the commanders so displaced. Would not that be the necessary consequence?—Yes; except that the number of admirals filling those appointments would not amount to the number of captains whom you would employ in the coast guard.

2176. Do you think that these difficulties might be overcome by limiting the number in each of the lists?—No, I should not propose any limitation of the numbers.

2177. Sir *Henry Willoughby.*] The suggestion which you have made of giving to admirals the posts which are now held by captains and to captains the appointments now held by commanders, would not at all assist the lieutenants' lists?—Not at all, it is merely that I consider that it would be a great boon to the officers. You would find employment for men who had all their lives been accustomed to active employment, and who, I think, would value the employment more for its own sake than for the emolument.

2178. *Chairman.*] Is there any real remedy for that state of things excepting this,—to ascertain the kind of force that it might be expedient to maintain in a time of peace, and with reference to the case of war strictly limiting the number in each of the ranks in proportion to the requirements of the service?—I think that coincides with the views I have expressed; and with regard to the plan brought forward by Sir John Hay there is one point which I do not see noticed in the plan, and which is "the result to be expected from it." It states, "The prominent features of this plan may be plainly and concisely stated; its chief object being by a well regulated system of promotion and retirement, and by sufficient pay (in which the amount of past service should be taken into consideration) to secure an active list of efficient and zealous officers, and a steady flow of promotion throughout the service." Then follow the various propositions by which this end is to be secured. Of course, the plan appears to have been very carefully considered, but I do not find in the plan what I should call "the result," which is the actual number of officers who would be promoted annually if this plan is brought into operation. Now, the test of this, or any other plan, to my mind, is this, viewing it solely as a plan, not with reference to the interests of the country, but solely as a plan for the improvement of the condition of the officers; tell me the number of officers who will be annually promoted in consequence of this plan, then I can compare the number of officers who would be promoted in consequence of this plan with the average number who have been promoted under the existing system, and then I can decide which is most for the interests of the officers. To my mind, that is a want in this plan.

2179. Sir *Francis Baring.*] Have you seen what is called Sir John Pakington's plan?—That was sent to me about a month before I went to China.

2180. There are some calculations at the end of it?—I have no recollection of them. I took the plan abroad with me; then I heard of a change in the Administration; I knew that the plan would be laid aside, and I paid no further attention to it.

2181. *Chairman.*] A suggestion has been made to me that the staff of surveying officers has not been kept up in such strength as it was in former times; have you any observations to offer to the Committee on that point?—I am not aware of what the staff of surveying officers is, or whether it has been kept up or not as formerly; but I can have no hesitation in speaking to the value of that branch of the service, when one is engaged on active service.

2182. Have you had a good deal of experience of surveying officers upon your expeditions?—A great deal; and their services were invaluable.

2183. You would probably desire to keep them in a state of complete efficiency?—I wish the surveying branch of the profession to be kept up in the most complete state of efficiency.

2184. What number of persons does it require to keep that service in a complete state of efficiency?—I cannot say; that is a question upon which the hydrographer would give the Committee proper information, because the value of the surveying branch of the service to me personally was of course confined to the limited number of officers who were employed with me. If you view them entirely as officers who are to be employed on occasions of the description referred to; that is, upon expeditions, of course a comparatively limited number would do; but in order to enable them to acquire that experience, which makes them useful, and to conduct their other duties, you must have a considerable establishment. What that establishment should consist of, I would not venture to say.

Captain Bartholomew James Sulivan, R. N., C. B. was called in; and Examined.

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2185. *Chairman.*] You are a captain in the Royal Navy?—Yes.

2186. Of what standing are you?—Eighteen years.

2187. Are

2187. Are you near the top of the list?—Very near; I believe, I am the seventh.

2188. You hold an office in the Board of Trade?—Yes, I am at present in the Board of Trade.

2189. Have you turned your attention to the subject which has been brought before this Committee, that of promotion and retirement in the Navy?—Yes; I have taken an unusual amount of interest in it; it has been my study for many years. From the time that I first entered the service, I saw such crying evils through the system of promotion, and such gross injustice done to officers, that it has been stamped on my mind from my earliest years in the service; and after I rose to higher rank, I thought a great deal upon the subject of reorganizing the service in a way that would do away with these anomalies, and establish a better system. My labours in that way were entirely alone. I have had no part with others in drawing up any scheme; but without consulting a single person, when I heard that Sir John Pakington had come into office, and was likely to turn his attention to this subject, I drew up a scheme which I submitted to him before he brought out his own scheme; and in that I went fully into the subject, both of the evils and what I thought might prove a remedy for them.

2190. You say that those evils struck you forcibly from the time you first entered the service; when was that?—In 1823 I went to the Naval College, and I went to sea in 1824.

2191. You have spoken of the evils which you think exist in the system of promotion and retirement at the present time in the Navy; will you be good enough to specify more particularly to the Committee in what those evils principally consist?—In the system of promotion of officers over the heads of their seniors, solely by interest, either family or political, and thereby throwing back the promotion, often of the most deserving officers, and of course in many cases disheartening them, so that there was no encouragement for officers for many years to exert themselves at all; also by causing a very bad feeling to exist among the younger officers who were coming into the service, and who witnessed these things. That was my feeling, and it was very strong indeed during the first few years that I served as a midshipman.

2192. That observation applies to the junior ranks in the navy?—To all the ranks up to captain.

2193. What would you substitute as the rule to guide the Admiralty in lieu of the rules which now exist?—It is not the rules so much as the abuse of the system that has caused these evils to exist. I may say that these have been gradually improved for the last 30 years, but for a long time the service must suffer from the past system; and I wish to show the Committee, by giving instances, how that system has worked. When I served as a midshipman, I found on the one hand officers, some of whom were the pick of the service, serving up to to 8, 10, or 12 years, that is, from the age of 20 to 32, as mates, perhaps without ever having been on shore.

2194. Was not that partly occasioned by the enormous number of lieutenants who had been crowded upon the Lieutenants' List?—The promotions were certainly limited by the large lieutenants' list; but in filling up the vacancies that could be filled up they were entirely taken from the young men with interest, so that a large number never rose, even as seniors, to the Lieutenants' List, while those who without interest rose to it, only did so after many years service, and at an age when all those with interest who had gone into the service with them were commanders or captains. I could give instances of my own messmates, without mentioning names, so as to explain exactly what I mean. I should further say that these men with interest had, of course, as fair a proportion of good officers among them as there were in the other class, but not better; but they were promoted without regard to their qualification; if they had interest that alone was sufficient to raise them rapidly to the higher ranks.

2195. But that evil does not exist necessarily to the same extent at the present moment?—No; but the same thing does still work, and certainly the service cannot feel satisfied that fairness is practised in awarding promotion, as a rule, until it is better than it is now, although we have never had such fair promotions as there have been in the last two or three years.

2196. Should you be in favour of doing away with the principle of selection in the lower ranks?—I do not wish to do away at all with the rule of selection, but I will give an example of two persons serving in one ship as midshipmen, one entering the year after the other; and the one who entered the year after the other, when he had been three years a mate, saw the other through interest made a commander. When the latter had been in command of a sloop for three years, his vessel was on shore, and a small vessel was sent to his assistance, and there the senior mate was, with six years' standing, assisting his old messmate off the shore, who was a commander of three years' standing; when he through interest became a captain, the other man was made a lieutenant, and by the time they both became captains, one had served seven years from the time of passing, and the other had served 26 years, of which 20 years, almost continuously, as lieutenant and commander. I am speaking now of officers who entered the service in the years 1823 and 1824. The officer to whom I have referred, and who had served so long, was not made a captain until 1856, while his messmate, who had powerful interest, was made a captain 18 years before him and became an admiral two years after his messmate became a captain. While the one had been serving in every rank at sea the whole time, and seven years in command of a sloop; the other never served a day from the day that he was made a captain, although he had interest to obtain service had he wished it; he has gone on to the Reserved Admirals' List, and has received something like 6,200*l.* or 6,300*l.* in the shape of half-pay, without a day's service since he so rapidly got his captain's rank. That is not an overdrawn instance of what has occurred in a number of other cases of men of that standing.

2197. Assuming generally that there have been a great many of these cases during the last 40 years, I think you say, however, that the evil has to a great extent been diminished?—Yes.

2198. Did you hear what Sir James Hope stated upon that subject, namely, that public opinion is largely brought to bear now upon the selections made in the Navy as in other professions?—I stated in my evidence before a former Committee that it was owing to public opinion, I believe, that these great improvements had been made; but the effect of the past system has been to place on the List as young admirals, at an

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age the most efficient, men who have risen by interest only. It has not given to the service and to the public the pick of the Navy, as it ought at a proper age, on the Admirals' List, and therefore the service is now suffering from this system, which, although it is gradually getting better, is still telling seriously on the service; not only on the Admirals' List, but so recently has this been the case that many men on the Captains' List have risen in this way, whose inefficiency is proverbial in the service, and whose names are almost a bye-word; yet from interest they have had early promotion and ships whenever they wished for them.

2199. That being, in your opinion, the first great evil, but which you think has already been partly remedied, and is being remedied every year more and more, what is the second great evil to which you wish to call the attention of the Committee?—The great injustice that has been done in that way has been partly caused by frequent changes at the Board of Admiralty; so that the first Lord, who has the selection, after he had been in office some years, would go out. A First Lord of the Admiralty, about the year 1838, took a great step in the right direction, there was one particular promotion which was perhaps as fair even as those we have had in the last few years, which was the Coronation promotion; a number of first lieutenants, men of good service, were promoted in consequence of the service being in such a state from the previous system, that as first lieutenants they would no longer serve; and the feeling was, that that selection of first lieutenants and lieutenants in command, was made to encourage the men to serve as first lieutenants which it had the effect of doing; and from that time there has been, while a First Lord has remained for some years in office, a steady improvement, and the selections made have been very fair in many cases. I may instance one fact which will show the advantage to the service, in the case of a First Lord, who had been for some time in office. When I had been ten years a lieutenant, and thought that I had pretty strong claims for promotion, I was told by the then First Lord that I should be promoted, without going afloat again, as soon as he could, and therefore I watched the promotions closely for more than a year, and out of 13 lieutenants who were promoted to the rank of commander, there was not one that I could say had not a stronger claim than myself, nearly every one was senior to me. That First Lord before going out promoted five commanders from the rank of lieutenant, and one of them had been only three years and a quarter lieutenant, and third of a frigate, and therefore he had not been selected as a good officer, because the men who are selected first lieutenants, even for corvettes, are young men who are known in the service by the captains as particularly good young officers, and if promoted rather young, they would have been taken from a class that were the pick of the service. Another of those five had been only four years and a half second of a frigate, and a third four years, who had served very little at sea, I believe only as flag lieutenant. One was six years, third of a large ship, another seven years; the average being between four and five years, and of course these young men being promoted by interest always blocked up the lists and shut out a number of deserving officers, and when that has occurred with the change of every First Lord, which it has, more or less, it of course has had a serious effect upon the promotion in the service; and if we add to that the equally bad or still worse effect of the flag-lieutenants and the admirals death vacancy promotions, which is equally injurious to the service, it has really brought in yearly a large number of men to be promoted by interest alone, and shut out a number of service officers, and prevented your having comparatively young men on the higher lists selected for their efficiency.

2200–1. Then I understand you to say that the first evil is selection by interest?—Yes.

2202. The second evil is the constant change in the Board of Admiralty, which has aggravated that first evil; and the third evil is flag promotions and promotions on death vacancies?—Yes; I think that those have been the great evils.

2203. The reason why you consider them such great evils is that young officers have been brought on over the heads of other equally deserving officers, and being younger men it has increased the block in the way of promotion?—Yes; I would say much more deserving men; I could give the Committee one striking case bearing upon that question of the First Lord going out of office, and which I think shows more strongly than I could express it how correct I am in the view which I take upon this point. A frigate was paid off at Portsmouth, the Admiralty thought proper to compliment the officers of the ship on her condition in every respect. The first lieutenant was of about nine years' standing, and, in consequence, the captain applied to the First Lord for his promotion. He acknowledged that he had a good claim to it, but he stated that he had three or four good cases which he must consider, and that afterwards he should come in. He gave him a direct promise of his promotion as soon as those few whom he had to consider were provided for. A few months afterwards, he went out of office; he promoted a small batch before he went out, officers of three years, four years, four and a half years, and two and a half years' standing, and one of those of four and a half years' standing was the third lieutenant of the very frigate, the first lieutenant of which had been promised promotion.

2204. You give that case as an illustration?—Yes, I do; the reason, I believe, being that the father of the young man, as I was told, was the personal friend of the First Lord.

2205. Have you any other evil to which you wish to call the attention of the committee?—I wish to mention one other case to show whether succeeding Boards and succeeding First Lords acknowledge the services of the officers that have taken place under the preceding Board. If they did look upon it in the same light less injustice would be done, but it is well known that however strong an officer's claims may be, perhaps for service in action, if he is not promoted before the then existing Board is out of office, his chance is gone, and he is even perhaps told by the First Lord, as a case which I have here would prove, and which is a very strong case of gallant service in action, "You are a child of the last Board." And he was not made commander for four years more, and then for service in action, when he had served afloat about eight years as mate, and above ten years as lieutenant, nearly all the time as first lieutenant.

2206. These being the sort of evils to which you

you wish to call the attention of the Committee, I will take you through them one after the other, and see what the remedies are which you suggest for them; for the first, namely, appointments made on account of interest, you have told the Committee that the remedy has been working its way already to some extent?—Yes; but even very recently it has been in action. I should like to satisfy the Committee of that, or it would not be so clear that a remedy was now wanting.

2207. What is the remedy for your first evil, namely, promotions which are made on account of interest?—In the plan which I submitted to Sir John Pakington, I proposed a system which I thought would have the effect of remedying that evil. I tried at first to work out a system in which seniority was brought in, which is one of the schemes on the plan of Sir John Hay; but I found that it was utterly impossible with any regard to selecting the best officers for promotion, because the senior officers, even those of the longest service, would often be men who had risen by service to be senior lieutenants of line-of-battle ships without ever having been selected as first lieutenants, perhaps many of them very inferior officers, and therefore not the best for the Active Commanders' List. If one-third of the promotions were made by seniority, that class of officers would be included, and it might leave very good officers unpromoted at all, and the effect would be that the senior officers would be considered to have a certain benefit by that third being promoted by seniority, and it would open the door to a less careful selection of the remaining two-thirds, and the men of interest would be more brought into those two-thirds than if you left the selection to the First Lord without any regard to promotion by seniority. I came to this conclusion, that if you could confine promotions by selection to men of a certain standing on the list, or if the lists were reduced, as I shall propose they should be, to a small Active List, all efficient officers, and then to one-third or one-half from the top of that list, in that way I think you might meet the claims of the service officers, and give the First Lord an opportunity out of that senior proportion of selecting the best officers while of an age fit for service, and at the same time no man by interest, until he came to that standing, could be promoted. Of course it would give every one a better chance of promotion than if some very young men were promoted. By that system the young men promoted would consist exclusively of those who were promoted for special service in action. I would leave promotions for special service not to be affected by seniority on the list, but no others.

2208. If I rightly understand your plan, you would leave the principle of selection, but limit the principle to one-third of the senior officers in each rank?—To one-third, if the lists are reduced, as I shall propose; but if the present system is to go on I would make it a certain standing on the list; for instance, with the present lieutenants' and commanders' list I would say that the First Lord should select none without special service as lieutenants under eight years' standing, and as commanders under five years' standing. When I mention these exact periods, of course they are all open to consideration; I mention simply about what I think would be the best.

2209. You would prefer a reduction of each list, and then to have selection out of one-third of that reduced list?—I would.

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2210. Have you considered to what extent you would reduce each of the lists among those different rank of officers?—Yes. In the proposal I submitted, I gave the actual numbers to which I would reduce the Active List, of course starting upon the principle that no man should be on the Active List, except of an age and health and of efficiency to be ready at any moment for active service. Then there are two things which must govern you in limiting these lists; one is the necessity of keeping them down in the lower ranks. And fixing the lieutenants' rank at a number which will give a fair encouragement to officers in that rank to look for promotion at a reasonable time to the higher ranks. On the other hand, if you have the ranks too large you will get them blocked, and then you will get a large inefficient list which is so objectionable. I think you must take the number of lieutenants as a guide for all your lists, because you must consider the number necessary in a time of peace, and the number which would be sufficient, and no more than sufficient at the breaking out of a war, and the number which could hope to have a fair chance of promotion to the higher ranks. The number that I fixed for a peace establishment was 600 lieutenants. I am aware that it is lower even than the number proposed in Sir John Hay's plan; but I think I can satisfy this Committee that 600 really active lieutenants will supply all the wants of the service, and that 700 should be the very outside number. The peace service has increased somewhat since I sent that plan to Sir John Pakington; but I believe that even for the present state of our peace Navy, which I think we must take as an exceptional case, for it is almost in some respects a war one, compared with the state of Europe in ordinary times, we should have a sufficient number of lieutenants for the Active List, on the plan which I would propose, if we had 600. I find that on the 1st of January in this year we had serving about 461 lieutenants, even including harbour ships, but under the pennant, not including lieutenants in the coast guard. Of these about 90 were serving in harbour ships, 10 in training ships, and 12 in troop ships, so that there were something under 400 serving in sea going ships, but at the same time we had only 144 sub-lieutenants serving, so that including the sub-lieutenants we had only about 550, roughly speaking, of lieutenants and sub-lieutenants serving in our Navy. You cannot possibly revise the Lieutenants' List, or consider them as to numbers, without taking into consideration the Sub-Lieutenants' List. Until recent years, in the times I have before alluded to, when the mates, really good and valuable officers, were serving so long, if they could have looked for promotion without others being promoted over their heads in about from four to five years, they would have been all well satisfied, particularly if their pay and position had been a little improved; but I think that we have got to that state now that we have no class answering to lieutenants in the army, we have got lieutenants answering to captains in the army, we have got midshipmen answering to ensigns in the army, but latterly we have no class answering to lieutenants except a small one, and they are all looking for promotion immediately. I believe that for the efficiency of the ships you want a class between the midshipmen and the lieu-

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tenants of a greater age than you now possess, and as thoroughly efficient officers as subalterns, as the first lieutenants of artillery or engineers, or lieutenants in the army, and that list you have not now got. The first step to making your list efficient would be to constitute that body of officers, and when you have them they will be of the age of your junior lieutenants at present, and therefore with a certain number of them, your ships will be better officered with even one lieutenant less in each ship than they have now, and yet your Lieutenants' List would be less crowded, and they would be a shorter time passing through the Lieutenants' List, which would make up to them for the time they had served in the Sub-lieutenants' List, while the relative position of the officers in the ships would be kept up, and that great want which every officer complains of, the want of a class answering to the old mates under the lieutenants in our ships would be supplied. Therefore I propose to reduce the number of the lieutenants slightly in each ship, and I would substitute sub-lieutenants of a number that would give a much more effective body of officers for every ship than you have now.

2211. Were you in the room when Admiral Mundy and Captain Key gave their evidence?—Not when Captain Key gave his evidence; and I heard very little of Admiral Mundy's evidence.

2212. Both Admiral Mundy and Captain Key, and to-day Sir James Hope, have stated upon the point on which you are now, that the number of lieutenants apart from the sub-lieutenants in their opinion, for the real efficiency of the navy, should be, according to one of them, 900, and I think the other two were in favour of a full complement of 1,200, saying that they would be no more than would be required?—The best answer to that is this. I will take the number of lieutenants now serving, and take the number of ships commissioned, or which the Secretary of the Admiralty could tell you they could commission if a war broke out to-morrow, and then see how many more lieutenants you would want for them, and that would show how many active lieutenants you would want for the breaking out of a war. You have got officers crowding your lists, leading to large retired lists, and adding to the dead weight of the service; when you take 1,200 or even 1,000, as at present, you will have got such a number of them utterly inefficient that they would be useless if a war broke out to-morrow. If the Committee examine the Lord of the Admiralty, who has charge of the appointment of the lieutenants, and you ask him how many unemployed lieutenants he could take from the present list quite fit for service, he would tell you a number below what I will show you, you would have on the breaking out of a war, from the reduced list that I have spoken of. The way that I would arrange it is this: I would reduce the lieutenants in a line of battle ship from 6 to 5; but I would add 5 sub-lieutenants to that ship; I have taken three line of battle ships without picking them; the first three that I came to, just to see what would be the effect of what I propose: the "Edgar" has six lieutenants and one sub-lieutenant, making seven; the "London" has six lieutenants and no sub-lieutenant; and the "Nile" has six lieutenants and one sub-lieutenant, officers from the age of 19 upwards; and by giving them five lieutenants and five sub-lieutenants, they would each have 10 officers above the age of 20, and therefore with 10 officers, instead of as now six or seven, although one of them was called a sub-lieutenant instead of a lieutenant, it must be allowed that the ships would be much more efficiently officered than they are now. If we go to frigates, I have taken four in each case, they would have either one or two officers more under this proposed plan above the age of 20, than they have now above the age of 19; and the result would be this, that in the eight ships there are now, above the age of 19, 44 officers; by my plan there would be 60 above the age of 20, therefore it could not be said that the ships would not be better officered under that system than under the present system.

2213. In proportion as you reduce the number of lieutenants, or rather in a much larger proportion, you increase the number of the sub-lieutenants?—No, not in so large a proportion. I would only give sub-lieutenants to sea-going ships. I have taken every ship in commission on the 1st January, and according to the scale that I would propose the numbers would be these: the lieutenants for the ships now in commission, the sea-going ships, are 286, and including 90 for harbour ships, about the same number as at present; 10 for training ships and 12 for troop ships; that brings up the number of lieutenants necessary for the present navy, excluding the Coast Guard, to 398 only, roughly 400; the very number that I mentioned in my letter to Sir John Pakington as necessary for a peace complement is actually within two of what it would be this year; if you had the 284 sub-lieutenants, or roughly 300, as I propose, you will add about 150 sub-lieutenants to the present number, but instead of being officers between 19 and 21, they would be between the ages of 20 and 24, quite as efficient as the junior lieutenants now; and the way in which I would train them would make them far more efficient than the present young lieutenants in the ships.

2214. How many lieutenants would you have on the Active List in the event of a war breaking out suddenly?—From the Active List alone, even without taking the lieutenants from the harbour ships, I should have 200 lieutenants who would be disposable. I believe there is not that number to be found now unemployed who are fit for active service, probably much less. Then in addition to that, you will have soon about 100 from the reserve, if necessary; but I would provide for another 100, if necessary, upon the breaking out of a war, in this way; I would take the 100 senior sub-lieutenants and promote them at once to the rank of lieutenant, they will be then two or three years older than the present junior lieutenants, and you will have 300 lieutenants without your reserve officers at once to supply the war fleet. I think that in all ranks you must take the proportion of service afloat as the guide to efficiency; and in the scheme I drew up I have taken this as the rule; up to the promotion of lieutenant a man should be serving always in a sea-going ship; as lieutenant, he should be two years afloat for one year on shore, which 400 during peace would give. As commander and captain he should be at least three years afloat for three on shore.

2215. Sir *John Pakington.*] When you speak of 400 lieutenants engaged in active service, are you referring to the number at present employed, according to the present peace establishment?—No;

No; I am taking the number that I would give to each ship. I have calculated that at the breaking out of a war, you would not have ready for commission more than these numbers. Twenty line-of-battle ships, or first-class iron ships, 10 first-class, and 10 second-class frigates; 20 corvettes, that is, sloops of all classes, and 50 gun-boats. I doubt whether in the next six months or twelve months a larger force could be sent to sea, while the number of lieutenants required for them would be 220; therefore without taking a man from the harbour ships, but only taking 20 sub-lieutenants from that list, and promoting them, the force I have mentioned could be commissioned in one day, with a list of 600 active lieutenants, with 90 more from harbour ships if necessary.

2216. The second evil which you pointed out, was the frequent change of the head of the Admiralty. Have you any remedy to suggest for that?—I believe that could be met by the plan that I laid before a previous Committee, which is, that instead of a Board, you should have a responsible Commander-in-Chief, under a Minister of Marine, at the head of the Fleet in commission; a fixed responsible adviser beyond the Minister of Marine, and that no officer should be promoted by the Minister of Marine, who was not recommended to him by that responsible Commander-in-chief, as it were, of the Fleet in commission, who should be responsible for all promotions.

2217. You would alter the construction of the Board of Admiralty entirely?—Yes; to responsible heads of departments. I would make each responsible to the Minister of Marine or First Lord of the Admiralty.

2218. You would assimilate it to the Horse Guards?—Something in that way.

2219. With regard to the promotion of flag lieutenants, I think you stated that you objected to that?—I do entirely. I mean as at present. I think that they should be subjected to the same restrictions as the First Lord's selections. I have proposed standing on the list, and as to death vacancies on a station, in the same way an admiral should be, if he retains the promotions, restricted to the first lieutenants of ships on the station, or to officers of a certain standing.

2220. You would apply the same principle to those promotions that you would apply to promotions in other ranks in the navy?—Yes.

2221. That is to say, you would have selection, but a selection from a limited number at the top of the list?—Yes, certainly, or a certain portion of the list, not at the top, as that would confine it so much to seniority.

2222. You agree with the other witnesses that the number of lieutenants ought to govern the proportion in the lists, both above and below?—Yes; which it never can do, if you take a list such as you have now.

2223. Taking the number at 600, what should you consider to be the proportions of officers above that list in the ranks of commanders and captains?—Beginning the list, I consider that 300 sub-lieutenants would, in a proper time, feed the Lieutenants' List; that 300 midshipmen, or such as I will afterwards describe, junior officers answering to second lieutenants or ensigns in the Army, would be sufficient for the junior branch; that 250 commanders on the Active List would be sufficient, and 200 captains for the Captains' List; in each case that would give more than twice as many as the ships now in commission; you would have half your number, or rather more on shore and half afloat, and you would have above 100 captains, and nearly as many commanders ready for service on the breaking out of a war, which is more than you could possibly employ.

2224. Do you think that 200 captains, 250 commanders, 600 lieutenants, and 300 sub-lieutenants would not be merely sufficient as a peace establishment, but would be sufficient in the contemplation of war?—Perfectly so. I have not the slightest doubt of it, taking the present peace establishment as a maximum one, it is sufficient for this peace establishment, and therefore I do not think that we can look forward to anything larger than the present peace establishment.

2225. Supposing that that was to be assumed as the best proportion as to numbers that could be suggested, would you not find it very difficult to establish that proportion without doing great injury and injustice to many deserving officers if you establish those numbers before a long period of time had elapsed?—I think you would require to have large retired lists until the present large mass of officers died off; but I do not think there would be any difficulty in reducing them to those numbers within a comparatively short time by carrying out a scheme of retirement very much on the plan that is suggested by the paper which has been put in by Sir John Hay, or amending, or rather increasing, the late system of retirement, which has been established by the Admiralty.

2226. Assuming that that plan was carried into effect to its full extent, would you not then have to increase immediately, and also prospectively for a considerable number of years the dead weight of the navy?—You would have to remove from the active lists very quickly a certain number of officers to the dead weight; but you would reduce to the same extent your active lists, and that would eventually be a great saving, because you would not let the numbers come in afterwards, except to feed the smaller lists. In the course of years your dead weight will be very greatly reduced, compared with what it is now; the dead weight now is entirely owing to the large lists after the last war, and to the unnecessarily large numbers at which the lists have been kept up since, also owing to schemes of retirement not being carried out some years ago; if they had been, you would not have had so large a dead weight, I think, as you have now, and you would not have been bringing so many officers in to fill up the large lieutenants' list.

2227. Is not that dead weight gradually clearing itself off now?—I think so.

2228. Should you entertain no apprehension with that limited number of officers, that experience might show it would not answer the purpose, so as to make the navy fully efficient, and, consequently, that you would have to add to the list, and so again increase the dead weight?—I should not fear that, except in case a war caused such an increase in the navy, and the necessity for promotion for service increased your active list; the result of that, in case of war, with a very large fleet in commission, would certainly be to cause another large dead weight.

2229. But that would be an entirely exceptional case?—It would.

2230. You have explained the way and the extent to which you would retain the principle of selection to the junior ranks of the service?—Yes; that is that there should be no selection to the rank of lieutenant, the sub-lieutenants should

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should be promoted by seniority, except for service in action.

2231. The sub-lieutenants should be appointed by seniority, and the lieutenants by selection, in the way you have proposed?—Yes.

2232. The commanders also should be promoted by selection in a similar manner?—Exclusively.

2233. Should the captains, in your view of the matter, be appointed by selection in a similar way to the commanders?—Yes; they should be promoted to the rank of captain by selection.

2234. With regard to the admirals, would you have their promotion by selection or by seniority?—That is a much more difficult question; but I only look to the good of the service; could I look with certainty to merit alone being the cause of the selection, most unquestionably I should wish to see selection to the rank of admiral, for there is no doubt that we shall not get the best officers on the list within a reasonable time, until you do that; the feeling in the service, I think, has been strongly in favour of it; and it has only been kept down by a fear that some interest would be brought to bear, like that which is brought to bear upon the junior ranks; you have some young men who had been serving, solely through having interest enough to obtain appointments, even now, on the captains' list; that interest might be used, directly selection was allowed, in order to put those men on the admirals' list, without being the best officers. If you could guard against that, then decidedly selection should be one of the means of filling the admirals' list; but it should be selection exclusively for service in action, in order to test the qualifications of a captain for command.

2235. How could you have selection for service in action after a long war?—If there was no war service at all, over a period of 15 or 20 years, which it now takes to go through the captains' list, I would not have selection, because then you might be sure that interest would be brought into play, neither can you be sure that the best men would be selected, you cannot tell whether men are fit for command, however good they may be apparently as captains. I could prove to the Committee by cases, if necessary, that officers who have done well and behaved gallantly in the junior ranks have failed through unfitness for command of a squadron during war. On the other hand I could prove that that failure has not been a bar to their advancement, when they have had interest, to high appointments afterwards; and this shows the necessity of confining selection for flag rank, to prove a superior fitness for command in action.

2236. Having taken you through the points with regard to promotion, allow me briefly to call your attention to the questions upon retirement. The Order in Council of 1860 was the first Order in Council which introduced the principle of compulsory retirement by age?—Yes.

2237. Do you think that that principle of retirement on account of age is a good principle, in the first place, as applicable to officers in the navy under the rank of captain, as it was laid down in the Order in Council of 1860?—I think that there should be retirement by age in every rank from lieutenant to admiral inclusive.

2238. Do you approve of the introduction of that principle by that Order in Council, or do you think that any other principle would have been better than that?—I think that the scheme of 1860 contained some very beneficial measures, but I think the retirement at 60 years of age, although just in principle, was not just in the way in which it was carried out to certain officers, and I will show you why I think it was not just; officers at the age of 55 had been allowed voluntarily to retire on 18*s.*, increasing to 20*s.*, and eventually 25*s.* a day; but some officers, although knowing that they had no chance of further employment, preferred going on on the old half-pay, taking their chance of reaching the rank of Admiral, and then getting 25 *s.* per diem; now I think that no officer who had once passed the 18 *s.* age for retirement should, when compulsorily retired at 60, have been put on a retired list which did not allow him, when he came into the rank of admiral, according to his standing, to receive the 25 *s.* a-day half-pay.

2239. Lord *Clarence Paget.*] Do you think there were many cases of that kind?—I do not know, but I know that there were some.

2240. *Chairman.*] With that exception, applying only to a very limited portion of the Order in Council, you approve of the principle that was then adopted?—I do, but in the junior ranks it was attended with one serious disadvantage, which was this: prior to that time, in addition to the promotion to active rank, a certain number of reserved promotions to commanders and captains had been given, which were intended evidently to allow the First Lord of the Admiralty, who was pressed by old officers' claims, who were perhaps of an age when it was not desirable to put them on the active list, to promote them for good service to the reserved rank. That was one of the greatest boons to the service which the officers received, and I think that that principle should have been extended; but instead of that they stopped all future reserved promotions, and confined a man's chance, perhaps at 40 years of age, of getting any step in rank, or increased pay, to the age of 55 or 60, which very few might live to, and which was, of course, enough to dishearten officers of good service, they being told, "When you are 55 years of age, after waiting 15 years on the lieutenants' half-pay, you shall then retire with the rank of commander with pay according to sea service." I think that that was hard on good service officers, and being done indiscriminately, many men got the advantage of it who had no right to expect any retirement; men of bad character, who had been compelled to leave active service or the Coast Guard from drunkenness, or offences of different kinds, have stepped into higher rank and obtained largely increased pay equally with the men of good service. I think that was also a mistake.

2241. The age fixed by the Order in Council of 1860, for the retirement of captains is 60, and the age suggested for the compulsory retirement of admirals is 70. Have you any observation to offer upon those points?—In the plan which I submitted to Sir John Pakington I fixed 55 as the age for the retirement of captains, 60 for rear-admirals, 65 for vice-admirals, and 70 for full admirals, but since that time, having spoken to my brother officers about it; with a few exceptions, I have been given to understand that it is thought to be too low, and although I would rather incline towards a younger age than 60, I should yield my own opinion to the general feeling. I therefore think that 60 would be the proper age for retirement on the captains' list,

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65 on the rear-admirals' list, and 70 for the vice-admirals and admirals.

2242. The question before this Committee being that of promotion and retirement in the navy, have you any suggestions to offer to the Committee other than those which you have been already good enough to make?—I would suggest a scheme of retirement in connexion with the lists of promotions that I have alluded to. I would returnto the principle of the reserved promotions, that is, that between the active lists and the retired lists, such as have at present increased pay at 55 years of age, I would give the First Lord the power to promote either all the officers of good service at a fixed age, or at least a certain number of them, to the reserved list of each rank. That is one reason why I wish to reduce the active list so low, of the commanders and captains, in order to enable a fair number of lieutenants and commanders to get the reserved rank, who have not had the good fortune to get on the active lists. My original scheme was, that all officers at a fixed age, say 40 for lieutenants, who had served well, and whose claim to some reward for their services was undoubted, should all go on to the reserved list, with the present scale, which I think is a fair one, of increased pay in proportion to their sea-service. Then the remainder, who had no such strong claim, would go on to the retired list of their own rank, for service in Coast Guard, and without any increased retired pay till they were 55 years of age; then the reduced number on the active list would enable you to have a good sized reserved list, without adding any very great dead weight to the country.

2243. Do you mean by a reserved list, a list of officers who might be called out on active service in case their services were required?—Not for sea-going service. I should look to those officers entirely for shore-service. I would confine the Coast Guard appointments to reserved commanders, and in case of war they would be available for sea fencibles, and for coast defences, and for service not actually being sea service; but I should not look to them as being eligible for sea service, for I think that, after the age of 40, lieutenants can hardly be considered of an age well calculated for service afloat.

2244. Would you apply that remark to all ranks where you had a reserved list?—Exactly.

2245. In other words, your active list would be for sea service, your reserved list for coast service, and your retired list absolutely a retired list?—Yes, except that the retired lieutenants who were never promoted to either of the two lists would take the Coast Guard's lieutenantships, and could, if necessary, be placed in harbour ships during war, and as to the reserved commanders, I would give them also the mail and packet service; and all those partially civil services, so that the active commanders would command none but the ships under a pennant.

2246. Practically, at the present time those who are upon the reserved list are as much treated as retired officers as those who are on the retired list?—They are.

2247. Is there any reason, except the suggestion that you have made, for keeping up the distinction in that case between the retired and reserved lists?—No; but I would do as I propose; for this reason, that it would mark the officers who, although not on the active list, had been selected for good service, and not merely left to take their chance on the retired list.

2248. Might there not be some of those officers who could render good service on the active lists?—You must have a limit of age, beyond which you cannot promote to the active list.

2249. In other words, you come back to that one difficulty of having some limit which, when adopted, should require officers to retire?—Yes. If you make lieutenants ineligible for the active commanders' list after the age of 40, and commanders ineligible for the active captains' list after the age of 45 or 46, and captains ineligible for the admirals' list after the age of 60, you will get as nearly to that point as you can well get.

2250. Can you refer me to any profession or employment in this country, except the navy, where men are compelled to retire at a certain age?—In the military service; in all seniority corps particularly, there are numerous full-pay retirements as a reward for service short of promotion to the higher ranks, and these things are very much sought after, and they help to clear the lists.

2251. Are they compulsory?—I am not sure, but I think that they are in some cases. I would put the reserved lists something on the footing of the full-pay retirements in the army, which is increased pay for service, although not getting to the higher active ranks. I think that that is a fair principle to carry out in any way.

2252. If it were not for the advantage of keeping up a steady flow of promotion, is it advisable, in your opinion, to have compulsory retirement by age?—Yes, I think that the principle is a right one: I certainly think that after the age of 60 a man is hardly fit to command a ship; very few men at 60 have the activity which is necessary for the command of a ship; some may, because some men are stronger than others; I have seen a man perhaps above that age more fit than many men at 40, but again, there are some who at no age should ever have been entrusted with the command of a ship; as a rule, at the age of 60 a man is quite old enough.

2253. Although as a rule an officer might be unfit to command a ship at the age of 60, might he not command a fleet at 70?—No; I think that a man as an admiral might be fit a little older than it would be well to have him as a captain: an admiral has his officers to aid him, he has less active duties to perform. I think, therefore, that a few years might be added to the captains' age. I think that an admiral for active service should not be over 65; if 70 was the limit for admirals and vice-admirals, those between the ages of 65 and 70 would have employment in the home ports and other commands requiring less active work.

2254. With regard to the cadets, have you any suggestion to offer to the Committee?—I do not think that the present system of training the cadets is satisfactory, though greatly improved since the establishment of a training ship.

2255. Do you approve of a naval college?—Yes, I certainly would begin their career in a naval college.

2256. With a training-ship attached?—No; my scheme proposed this: that they should spend the first period of their training in a naval college, where there would be merely boats and harbour appliances attached; then I would move them directly to a sea-going training-ship; they should pass the second part of their time in a ship practically at sea, for the greater part of the year. I believe that we are the only mari-

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time nation which has not a practical sea-going ship; that was one of the plans which I urged upon Sir John Pakington, and I have seen the necessity for that very much indeed. I hear from officers largely that the young officers who are now growing up do not practically learn their work at sea, and I hear complaints made of the young men that, when they reach the rank of lieutenant, they are not practical seamen; and I am sure that, without learning the duties practically themselves, they cannot be so. I have not seen in any ship, during my more recent service, midshipmen working aloft. When I went to sea, for the two first years, the midshipmen of the ship had to work the mizen-mast, and were exercised every day; even in a smart ship, sometimes working with the men; they were able to compete with them.

2257. To what do you attribute the change in the system?—It was then only done by a few of the officers; but officers never can be the sailors they ought to be, without they learn their work in that way. In the old days, I believe that that was carried out under the crack men in the service, such as the old first-lieutenants. One of them told me that no good officer ought to tell a man to execute a single duty, whether aloft or on deck, unless he could show the man how to do it. I believe that that is the right thing. I would look to the training entirely to meet that want; and were it the case that all the ships were equally good training ships, I would not wish anything better than that the youngsters should be trained in ships, and go to sea from the naval college as we did in days gone by, and then you would have this state of things; the cadets would leave college at 15 years of age, and from 15 up to 17 they would get their first two years' training in a sea-going ship. But the present system does not do justice to the young officers for this reason; that there is such an inequality in the character of the discipline and the way in which the duties are carried on in different ships; perhaps one ship in three or four would be one in which you would wish every boy to learn his work, and then there may be two or three ships alongside her, in which they would not have the same advantages. I have seen that in a remarkable case of an officer, who was with a very crack first-lieutenant and a thorough sailor, and the work was carried on under him in a particularly good way; the boys had a great advantage, and when they became lieutenants, they had learned to do things as well as they could be done; but there is a great difference among the young lieutenants; I have seen it even among men of equal ability. The difference between those who have come out of one ship, where they learned their work under one set of officers, and those who have come out of another ship has been extraordinary. If you picked officers for the training ships, and two years were spent by the youngsters in ships under picked officers, they would all go, at the age of 17, into sea-going ships, trained according to an uniform system as good as could be found, and there would then be much more efficient young officers than there are now at the age of 17. I would put the boys into the naval college at 13; I would put them into a training-ship at 15, and send them to sea as midshipmen, or upon the altered plan that I would propose, as second lieutenants at 17, and allow the boys for superior ability by competition to get out of both college and ship in 18 months instead of two years; so that a boy who succeeded admirably both in the college and the ship would go into the service at 16, or from that to 17. There is another great advantage in such a plan; you would have the best test of the fitness of the boys, better than any cramming examination at the first starting; and those who were found to be short of a certain amount of efficiency during that training in the college or in the ship would be removed.

2258. Mr. *Maguire.*] What size should the training-ship be?—I would have a small class frigate. Sir John Pakington, I think, had a ship fitted out for the purpose, the "Eurydice;" she was a beautiful class of ship for the purpose; but in the present day it might be advisable to add a small screw power to the ship so as to make her an auxiliary, so that the cadets might have practice in steam as well as in sailing.

2259. How many young cadets should you propose to put on board such a vessel?—The number must be governed exactly by your supply to the Navy.

2260. Assuming that the crew on board the vessel consisted of 100 or 200 men, how many cadets should there be?—Each ship should be calculated for the number that you would want to put into the Navy yearly. I would not have one college only, for I think competition is advisable. I would have the old college at Portsmouth for one-half of the cadets, and a college at Plymouth for another half, and a training ship to each; you would then have rivalry and competition, and you would train the numbers that would be required more easily than if they were put into one ship.

2261. Should the crew consist of cadets?—I would have petty officers and leading men in each ship, sufficient to lead the boys, and insure her safety; and the work aloft, under ordinary circumstances, should be done with the aid of these leading men by the boys themselves, just in the same way as seamen would do in another ship; the staff of the ship should be enough to keep her clean, and to do certain work, and to teach and lead the boys in their work aloft, and in working the ship.

2262. You would make them act in the same way that boys of an inferior class work on board the vessel in Kingstown harbour?—Yes, exactly; and I would send the ship to sea for at least eight months in the year; she should visit the ports of Europe and the Mediterranean, where the boys should learn something of all the different ports, and come home for the four or five winter months.

2263. You would train them as thorough seamen, by giving them all the work to do which seamen would otherwise have to do?—Thoroughly; I do not believe that an officer can know or feel for the work that a seaman does aloft, unless he has done exactly the work himself, and understands exactly what is to be done. There is one other point, in connexion with these ships, that I may mention, and which was first mentioned to me by an officer who has commanded our training-ship, and it is, that all examinations in these colleges and ships should be conducted by examiners not belonging to the ship, but they should be selected by the Government outside the training establishments; that they should be thoroughly independent, and that the same examiners should examine the boys, both at Portsmouth and at Plymouth, and there would be thoroughly fair competition.

2264. Sir *John Pakington.*] You have stated, and a former witness coincided with you, that while

while you prefer selection for other ranks, the sub-lieutenant should be promoted to the rank of lieutenant by seniority?—Yes.

2265. Why do you draw that distinction?—Because I think that up to a certain experience you cannot thoroughly know them; a first lord could not well know the qualifications of officers while they are young, and, to a certain extent, in training. I think it is better to let them start fair, and by the time they get on to the Lieutenants' List, then I think they will begin to spread out into the different classes, and I think the selection might begin then. I think it is better to have seniority in the junior ranks, as we have now up to the rank of mate; I would continue that one step further.

2266. On the principal that at that early age, and with that short experience, you would give every young officer an equal chance?—Yes; I would exclude, of course, all officers of whom unfavourable reports have been made, or if there was anything against them.

2267. You have recommended a very considerable reduction in the number of officers, especially lieutenants; and, with regard to lieutenants, you have gone further than any other witness. I presume that your opinion, in favour of reducing the Lieutenants' List so low, rests entirely upon the assumption that that reduced list should be accompanied by retirement at a given age?—Certainly.

2268. In order to insure that all officers upon that reduced list, making allowance for the ordinary casualties of human nature, should be effective?—Certainly.

2269. But, unless the principle of retirement at a given age is adopted, I presume you would not approve of a list so much reduced?—No, certainly not.

2270. You have expressed yourself very strongly as to the influence that is supposed to have been exercised over the appointments in the Navy, or interest, as it is commonly called. Are you of opinion, assuming the justness of those complaints, that any pressure of that nature which may have been put upon the authorities has a good deal been caused by the overcrowded state of the Navy List?—Certainly; it has been that those men who had interest, and who could not look forward with any hope to rising within a reasonable time, when they looked at the long list before them, pushed all the interest they could to get promoted by interest, and before they had competed with others. If you had less numerous lists, smaller lists, and there was a fair chance, a moderate chance, of officers getting to the higher ranks, there would be less pressure for promotion by interest, and less excuse if interest was allowed to tell.

2271. I understand your opinion to be, supposing the number of officers in the different ranks to be reduced, and a system of retirement by age adopted, so that there should be a steady flow of promotion, that there would then be very much less room for the exercise of any interest?—Certainly.

2272. Therefore that evil would of necessity be very much reduced in the event of such an arrangement being made?—Certainly; and I may mention that that is strikingly borne out by the present Sub-lieutenants' List. When it was a large one there were five or six mates in every large ship, and more in some; and then the interest men were selected as soon as they passed almost, and were promoted over the heads of others; but since the Mates' List has come down, so that they all might hope to be promoted in a couple of years at most, interest promotions in the Mates' List have nearly entirely stopped, proving that a reduced list will have that effect.

2273. Is it your opinion that this desirable state of things could be arrived at: promotions by interest put aside, and a steady flow of promotion obtained, without applying the principle of retirement by age to all ranks?—I do not think it could. I think it is impossible.

2274. Sir *Francis Baring.*] Have you looked into the question as to the flow of promotion under the different plans proposed, as compared with the present system?—I have, under my own. I have also looked at the proposals in the other plans.

2275 Have you gone into them carefully?—A good deal; but I could not say what the result will be of Sir John Hay's plan, as I have had nothing to do with that plan, though it will be seen that generally I agree with the principle of it.

Veneris, 15° *die Maii*, 1863.

MEMBERS PRESENT:

Mr. Ayrton.
Sir Francis Baring.
Mr. C. Berkeley.
Mr. Dodson.
Sir James Elphinstone.
Mr. Finlay.
Sir John Hay.
Mr. Maguire.
Sir William Miles.
Lord Clarence Paget.
Sir John Pakington.
Mr. Scourfield.
Sir Harry Verney.
Mr. Walpole.
Sir Henry Willoughby.

THE RIGHT HON. SPENCER H. WALPOLE, IN THE CHAIR.

Captain BARTHOLOMEW JAMES SULIVAN, R.N., C.B called in; and further Examined.

Capt. *B. J. Sulivan*, R. N., C. B.

12 May 1863.

2276. *Chairman.*] THERE was one or two questions which I omitted to ask you at the last meeting of the Committee, which I should like to put to you now; first, as to the nature of the qualifications of captains for the Active Flag List; what are the present qualifications of captains for the Flag List, and do you consider that they may be improved in any way or not?—The present qualifications are five years in war and peace, six years in peace, of service as a captain, without any regard to whether it is in a sea-going ship or in a hulk in harbour. I believe there is nothing that has worked more unfavourably to officers, or that can bear investigation less than that regulation as to service to become admirals.

2277. In what way do you consider that that regulation has borne hardly upon officers?—I can mention two cases which will at once show that there is no difference made between the command of the smallest ship at sea as a young captain, or the command of a hulk in a harbour, or the command of a station as a commodore, which of course gives so much greater experience to a man for command. We have had two cases in comparatively recent years; in the first case, an officer who served 14 years as lieutenant and commander in the French war, and first lieutenant for eight or nine years, won both of his steps by special service in action; as a captain, during peace, he served five years and-a-half on foreign stations; the last four-and-a-half years as commodore in command of a station, in which he relieved an admiral, and was relieved by an admiral. I believe he was the only commodore that commanded it; he came home with five years and a half sea time, of which four years and a half was commodore's time. When he hauled his pennant down, because no part of it was war time as captain, he was not eligible for his active flag. His 14 years as first lieutenant and commander's service in war, and particularly in several severe actions, gave him no advantage; but even one years' service during the Russian war in a hulk in Plymouth Harbour, gave a man two year's time, and actually counted as war service; and this long service in war gave the commodore I allude to no advantage.

2278. In that case had he attained the age of 60?—He is dead; he went on the Retired List; he took a retirement optionally as he had not served his time.

2279. If he had had a complete six years' sea service he would have been entitled to his active flag?—Yes, even although he had been for years bedridden or in a lunatic asylum, he would have gone on the Active List, as a matter of course, and he would have blocked the list up. Then there is another case in which an officer of distinguished service as a commander and young captain, and at a young age comparatively, reached the head of the Captains' List; he was serving on a foreign station during the Russian war, so that five years were sufficient; he was a commodore in command of a station, relieved by an admiral; he only wanted three weeks, and he came home and was put on the Reserved List. At that very time a captain serving in a hulk was qualified for his active flag; he will go on the Admirals' list very shortly; he served, I believe, two years as a young lieutenant, and, I believe, as flag lieutenant; but from the time he was made commander, he has never served outside a headland in England; in short, he served all his time as commander and captain in a hulk, and he is eligible for his active flag, though he has but two or three years' service in commissioned ranks at sea.

2280. For that class of cases what is the remedy which, in your opinion, would be the best adapted to meet the grievance?—I think if the lists were reduced, as I propose, to 200 captains, each of whom must have plenty of time for serving alternately on shore and afloat, no rule of that kind would be necessary, because any officer who was unfit or declines service, ought to be put off the Active List; if a rule is made, there is no doubt that any service ought to be service in a sea-going ship; and it would be only fair that a portion of a commander's time should count as a portion of that service; for instance, there is one officer who served seven years on foreign

foreign stations in command of a sloop; in many of our small stations commanders of sloops are detached on important service where there are not captains, and very often they have more important commands than young officers serving with a fleet; but not one day of that counts; that officer's seven years' service as commander does not count any more than the two or three years' service as lieutenant; and not one day of that is to count equal with the harbour service as a captain. I would propose, if any rule is made, that the five years' service should be required as at present, but in sea-going ships, that three years of that only necessarily should be captain's time in a sea-going ship, and that a commander's time should be allowed to count two years for one as captain, to the extent of two out of the five years; so that four years as commander, and three years as captain in a sea-going ship, would do, or four years as captain, and two as commander.

2281. Is not one of the great objects in requiring a certain period of service for a captain, to ensure the full efficiency of that captain before he is put on the Active List?—It ought to be, but the present rule does not bear upon that.

2282. Would you not, to a certain extent, weaken that object, if you diminished the period of service as captain, and allowed in its stead a portion of service as commander to count?—I think you should add to it thorough efficiency at the time of reaching flag rank. I think that officers, if unfit for service from physical causes, should not be allowed, under any circumstances, to go on the Active List. If you had physical energy, and that service I have mentioned, that would be a sufficient guarantee. I should like to mention to the Committee the French rule, which, I think, shows how much more practically they have touched the point than we have. An officer three years in command of a ship as a captain may be made an admiral; but two years in command of a station as commodore is allowed to be equivalent to three years' command as a captain, which of course gives more experience; yet in the case I have mentioned, four and a half years as commodore, did not count equal to the same time in Plymouth Harbour.

2283. Do you think that the meaning or the supposed interpretation of the regulations as to "sea service" is accurate and intelligible?—Yes; because a sea-going ship would be the distinction.

2284. Is that the distinction now?—No.

2285. Then there is no distinction for the period of service at sea, between service in a harbour and service afloat?—Not the slightest.

2286. Do you think it would be advantageous to make a distinction in the requirements for sea service, by insisting that that sea service should be in ships afloat?—Yes, I think so; but if you kept the full time at present in sea-going ships you might deprive some officers of serving time who, after three or four years' sea service at sea, had been selected for a dockyard, or employment on shore, and it would hardly be fair to make them suffer: but I could mention that at the time Admiral Trotter, at 57, with his pennant just down, as a commodore, was put on the Reserve List, a captain of 70, beginning certainly to be physically unfit for any service, who had never been outside a port as a captain, was put on the Active List.

2287. Lord *Clarence Paget.*] When did this happen?—I think it is hardly four years since he died, but the same regulation is in force now exactly.

2288. *Chairman.*] I believe the sole promotion to flag rank now of captains is by seniority?—Yes.

2289. Do you think that an exception might not be made in favour of those officers who had distinguished themselves specially in service, so as to give promotion?—I think it is a great want in our service in the senior ranks, and it is more particularly felt, because the navy is placed at such a great disadvantage with the army when serving together from that want. I will just give an instance that occurred in the Crimea; a captain was commanding as commodore in the trenches, ranking with a brigadier-general; he was, I think, of 18 years' standing as a captain; at that time colonels in the field were promoted of from four to ten years' standing, by special promotion to the rank of major-generals for service in action, and becoming major-generals were made K.C.B.'s; but the naval captain, so much their senior, because he could not get the higher rank, was refused the honour given to these generals, and he was told that he could not have it till he became an admiral, on the ground that the army were not giving it to colonels; so that an officer of 18 years' standing, on exactly the same service, was debarred both from promotion to flag rank, and from corresponding honours, while the military officer serving alongside him, who was years his junior, received both.

2290. You would leave that kind of promotion entirely to the Crown, acting under its responsible advisers?—Decidedly; and probably there is no point in which the navy has suffered more, particularly in comparison with the army, than in the distribution of those honorary rewards for war service; and one of the things which causes more heartburnings and disappointment with regard to war service than anything else in the navy, is the way honors and honorary rewards are conferred, without any system, and often without the slightest claim.

2291. Something has been said before this Committee about the masters in the navy; have you any observations to make with regard to them?—Yes; I have for years entertained a very strong opinion as to the necessity of doing away with the class of masters altogether; and I am certain, from the experience which I have had, that while on the one hand they have given, particularly in the larger ships, a valuable class of officers to aid the captain, yet it has had the effect of preventing the junior officers of the service from attending to some of the most important duties which they have to perform; and consequently they have grown up to the commands of ships, knowing that they would have the masters to trust to, without paying the slightest attention to the duties of pilotage and navigation; and that has worked very injuriously to the service, and does work so still, particularly when men become commanders. When a man as commander is put into a sloop, with a young master, the master has had no training to fit him for that work, for, until they become masters of sloop they do not learn their work, and they literally learn their work there, and the pick of them in time become the valuable officers that you have in the larger ships; the way in which some

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sloops have been navigated, from the want of experience in the commanders as to navigation, and from the want of the masters being competent, I knew cases of during the Russian war. I am sure that if every young officer knew that he would be responsible for his ship when he reached a command, he would pay more attention to those duties when he was young; and, although objections have been made that some captains would not take ships without some officers of the kind to assist them, it is clear that you can provide those officers so as to be thoroughly competent, and perhaps more so than the ordinary masters, and yet prevent the clashing that occurs in the higher ranks, and the dissatisfaction on the part of the masters on account of remaining in the position they now hold. On the other hand, you cannot give the masters a higher position without injustice to the best officers we have, the men chosen as first lieutenants. Any change in the master's position would be a serious evil to the service; and therefore they must be done away with, as they will not be satisfied.

2292. In what way would you substitute officers to perform the duties which are now discharged by the masters?—I would take the period when they passed their examinations for lieutenant. I think there should be a special examination, of a much higher and more practical kind than they undergo now. I would examine the young officers who chose that line from liking it, and who had recommendations from their captains as to their fitness for those duties, just as you now train officers of that standing for gunnery duties. You would then have a class of picked officers, for the very duties which they preferred, coming forward as piloting and navigating officers; and when they passed that examination, they would be far more qualified to go as navigating officers, or sub-lieutenants in sloops, than a young master now is. You would then have, by the time they became lieutenants, a valuable class to act as navigating lieutenants of frigates and line-of-battle ships; and when they emerged into the Commanders' List, you would have a valuable class of officers for command of ships; while others would be coming up into their places. No one can doubt that the pick of the sub-lieutenants, trained especially for that purpose, would give you a class at least equal to the masters that you have in the larger ships.

2293. With regard to the surveying officers, is there a permanent staff of surveying officers in the Royal Navy?—The surveying officers have been all along in a peculiar position; they have never had a recognised position in the service; they have only held certain positions when, by chance of war, their service has thrown them into a fleet, and their qualifications have led them to perform certain duties; but all of them have been literally on sufferance. The Admiral, if he found their value, might employ them, but he need not; nor need he recognise their position if he chose not to do so. The surveying service is quite new, for in the old war we had nothing of the kind. Sir George Cockburn and Lord Melville paid great attention to it some years after the Peace, and it was owing to them that surveys were commenced in different parts of the world. Officers were selected from the body of the Navy who were fit for carrying out those duties, and under them, for the last 30 years, a certain body of surveying officers have been trained; but they have been only chance ones, just according to the number of the surveys that were going on; and, of course, every year those are getting fewer. In the first China war, in the war in South America, in the second China war, in the Black Sea during the Russian war, there were surveying officers employed on the station, who at once were taken by the admirals under their command, away from their surveying duties, and to perform duties which we ought to provide officers for with every fleet. The only instance of surveying officers having been appointed by the Admiralty for war service with a fleet was in the case of the Baltic, and there the Commander in Chief openly refused to recognise their position, and would not allow they were there for any special duties: for two months he refused to recognise them at all, and he employed the vessels as tenders; and during that time the service was suffering for want of officers to reconnoitre the ports in the Baltic and report upon them. After that he altered his opinion, and it was different; but I think that all officers who have served since the first China war, for instance, if you could refer to the Reports of Sir William Parker, Lord Lyons, Sir Michael Seymour, and Admiral Hope, you would see that they specially dwell on the necessity and value of surveying officers in those expeditions. It happens that they are now almost all gone: for when we sent an expedition to Mexico, the Hydrographer could not put his hand on a single surveying officer to send there competent for the work; and when there was a prospect of an American war, if it had not been for a young officer, just promoted, there would not have been one young surveying officer to send with the fleet to North America; for the captains who have served in it are now admirals, or high up the list, and there is no young class of officers coming forward if we have another war. Without them this must occur, until you train them in war disasters will occur for want of them; it is exactly the same as the want of an Engineer's Force would be with an army on an expedition, in the same way as in the Peninsula. There, for the want of sufficient engineers, our operations suffered, and loss of life occurred, until officers were trained to add to the Engineers' Staff, and so it must be in a naval war; to go in and conduct operations on an enemy's coast you must have officers who have been trained for the work, just in the same way as you must have engineers for an army in the field. The case of Basque Roads in 1809 is a case in point. Had there been an officer of this class there, his duty would have been to settle the question of depth of water and distance from the batteries the first night; all the doubt on this point being officially removed, the fleet must have gone in, and the French squadron would have been destroyed.

2294. At the present time, it appears to be rather a matter of chance than otherwise whether you get proper surveying officers when you require them?—It is a chance whether we have them now; it is next to impossible to get them.

2295. As a remedy for that state of things, I conclude you would suggest that there ought to be a particular staff of officers trained for that particular duty?—Certainly; and selected for the purpose. If the plan of selecting for navigating officers were adopted, the very same plan would enable you to select this class; because you might

might make for that class a special and still higher examination necessary, and a reward for a certain number might be this surveying class; they might take their places on the list like other officers; and they should have the same chance of advancement for service or long standing by selection, as other officers now have; but they should have a little additional pay, as the Engineers have, just to make it an object to them.

2296. You would promote them from one rank to another?—Yes, just according to their rank and standing as officers; they should also have a fair share of promotion whenever war service was going on.

2297. Something has been said before this Committee as to the distinction which now exists in the Navy of the red, white, and blue flags: will you be good enough to state the origin of that distinction, and whether there is any necessity for still maintaining it?—The origin of it was the divisions of the fleet, in order that the red, white, and blue ensigns and flags might distinguish the divisions of the fleet; but really, it is not too much to say that it is a perfect farce to retain the distinction, for you rarely have three admirals in a fleet of the different colours. In the Baltic we had three admirals at one time, and, I think, all rear-admirals of the blue; the consequence was, that they hoisted red, white, and blue, in order to distinguish the divisions of the fleet; not one of the admirals I think, except one, hoisted his proper flag. Therefore it is useless to retain them on the list in these classes; they are only necessary when a large fleet assembles; and at other times there is great disadvantage, particularly on foreign stations, in these distinctions of flags; for the blue ensign is often mistaken for the Sardinian ensign, and I have known it lead to a man-of-war being fired at. If you retained the white ensign, or the St. George's ensign, as the ensign for the Navy on all stations, and the red for the merchant service, there could be no mistake; you could adopt the blue for the transport service; but when a fleet assembles of a sufficient size to require a division of the fleet, you could then hoist the red, white, and blue ensigns and flags. That is a thing which rarely occurs, and therefore, I think the proper thing is to have the white ensign for the whole of the Navy, and the red ensign for the merchant service. You would then avoid many mistakes on foreign stations which arise from the diversity of the flags which men-of-war hoist. If the Reserve officers are allowed to hoist the blue ensign in merchant ships this change is still more necessary.

2298. Sir *William Miles.*] I think you stated that in the two cases of officers who had not quite served their six years, they had both been commanders on stations?—Yes.

2299. One for four-and-a-half years, and the other for not quite so long?—Yes, three years.

2300. Does it not strike you that if captains are put in the responsible situations of commodores, that that is a very good reason for requiring from them a certain time?—Most decidedly.

2301. Would it not be perhaps better, considering that those officers are always appointed with a knowledge of their service, and, generally speaking, on account of good service, that the service, partly as captain and partly as commodore, should count for more than the service wholly as captain?—Certainly; but commodores are not always appointed for either good or sea service: and to show you how little it is supposed to require some service of this kind for command, a man has been appointed as a commodore on a station who had never been outside a headland in England since he was a lieutenant, without any sea-service as a commander or captain at all; he has been appointed to the command of a station as commodore; and if any service was necessary, it wouldtbe surely as necessary for a commodore as for a rear-admiral.

2302. You would probably give the distinction of commodore solely to what might be called sea-going captains?—No, I propose that all captains should be called commodores; but then you would want some distinction, as there is in the Army, for a commodore in command of a squadron, for an officer doing admiral's duty in command of a squadron or second in command; and certainly such service ought to give a man a qualification for active flag if he has done the duty satisfactorily.

2303. Supposing that six years' service as commodore or captain is still retained as the rule, what would you take off from that service in the case of officers who had acted, say, for two years as commodores?—I think you might fairly, for each year as commodore, give a man eighteen months' service as a captain.

2304. Do you think that that would be generally approved of in the Navy?—I think so; but I do not think it could be reasonably said that, if a man has, with satisfaction to the Admiralty, just hauled down his pennant as a commodore after commanding on a station, under any rule he should be pronounced unfit for the Rear-Admirals' List.

2305. Will you be good enough to state to the Committee what alterations you would recommend in the titles of the officers?—There has been a very strong feeling in the service (so strong that I should almost call it universal), ever since I have been in it, that we labour under a great disadvantage with corresponding ranks in the Army; and it is very much felt indeed when officers of the two services are serving together on war service on shore. For instance, in the trenches before Sebastopol, lieutenants commanding batteries manned by seamen, would be alongside captains of Artillery commanding other batteries; with equal rank, but one having the title of the junior officers in the Army; it is impossible that that system can work well; and it is more important now, because you have introduced the title of sub-lieutenant. The old idea in the Army is first and second lieutenants; now you have made mates sub-lieutenants, the lieutenants and sub-lieutenants generally will be taken to resemble the first and second lieutenants in the Army, and the lieutenants' position will be even worse than at present. It is felt also in the rank of captain, for very few people out of the Navy and Army know that a captain in the Navy ranks with a colonel in the Army. The consequence is this, that the very officer I alluded to in the trenches at Sebastopol, a captain of 17 or 18 years' standing, might be considered the same rank as the younger captain of Artillery alongside him, and it certainly cannot be satisfactory. The anomalies which it leads to on shore in civil life are very great; and, in fact, the distinction is generally utterly unknown. I should like to mention a recent case, which occurred in our great mercantile port of Liverpool, because it illustrates this matter very strikingly. Lord Lyons's flag captain, who took such a distinguished part in the war before Sebastopol, and who is a C.B., was lying with his ship in Liver-

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pool Harbour when the annual Mayor's dinner was given; and as he was sitting down on the right of the Mayor, a young captain in the Army, in the recruiting service, was handed by the Mayor to the place; he requested the other officer to move to his left, because, said he, "You know the Army always comes before the Navy." The young captain in the Army was placed on his right, while the old captain in the Navy, with still higher position as a C.B., was made to give way to him, and that by an official in a great mercantile port like Liverpool. I think that that shows how ignorant men generally are of the distinction.

2306. Sir *John Hay.*] Although with every desire on the part of the Mayor to show civility to the Navy?—Yes, every desire.

2307. Sir *W. Miles.*] You would make no alteration in the titles of the admirals?—No; a naval officer does not attain his real position until he becomes an admiral.

2308. What alteration have you to make, if any, in the rank of captain?—As we have the old title of commodore, which every one understands, and people could not well call a naval officer a colonel, I would at once give it to the captains, which would answer every purpose.

2309. Would you apply the title of commodore to the whole of the captains?—Yes, to all the captains. Then the commanders have an excellent title now, the only one that places an officer in a proper position; but even then he is generally called a captain, so that it confounds the two. If there was a distinct title, he never would be called anything but a commander.

2310. How would you divide the lieutenants?—They should be all called captains; but, according to my proposal, they would not reach that rank until the age of 24 or 25, and that would in some measure make up to them for a little waiting for the rank. I am sure that the lieutenants would feel great satisfaction with the altered title.

2311. What would you propose to do with the the sub-lieutenants?—They now rank with first lieutenants in the Army, and they would be at once your lieutenants. If you kept them as I propose, and which they certainly ought to be, four years, until the age of 24 in that rank, then you would have to put them on the footing of first lieutenant of Marines in every way, in emoluments, position, and rank, and the title being lieutenant would make everything square.

2312. Have you any alteration to suggest in the class of midshipmen?—That does not matter. I think you might call them second lieutenants; if they entered at the age of 17, they would be entitled to the position and means of living that the second lieutenants of Marines have; but whether you called them midshipmen or second lieutenants would not matter, as it does not clash with anything; but there is a strong reason why the midshipmen or second lieutenants, if you put them in that position, being older than they are at present, and serving until 20, should not be left as now, with nominal pay, dependent upon their parents. I think that cadets at first entering the service should not receive pay as they do now, but that their parents should pay according to the Government scale; but at 17, if they had been maintained by their parents up to that time, they should then go on the footing of second lieutenants of Marines.

2313. Would you carry out that in the case of all cadets?—No; I think there should be a graduated scale, such as there was in the old Naval College, and such as there is now at Woolwich. Military and naval officers pay according to a graduated scale below civilians, and I think that is only fair.

2314. Sir *Henry Willoughby.*] I understood you to say, that political influence and personal favour being exercised in the appointment of officers, had created great dissatisfaction in the Navy?—Very great dissatisfaction, particularly some years ago; but that has been gradually decreasing.

2315. I understand you to admit, that within the last three years those grounds of complaint have been considerably diminished?—Yes; I do not wish to confine myself to the last three years, but it has been gradually improving for many years, and the promotions have been much fairer. I would say that for nearly 20 years, or before that; but perhaps the promotion has never been quite so well as it has been recently. I can go back to the time of a First Lord of the Admiralty, who was for some years in office, but who is now dead; and probably, except a few that he made just before he went out, his promotions would contrast favourably with even recent promotions.

2316. Without entering into promotions by previous administrations, I understand that your object still is to mitigate those objectionable influences?—Certainly.

2317. That is the main object of the recommendations which you have made to this Committee?—My object is to hedge the selection round with certain provisoes which would prevent undue influence being exercised. When changes take place, the pressure is very great. A few very young officers may be made, and as long as that is done, however few they are yearly, you will have a class of officers at least ten years younger than the others on the Captains' List, with no guarantee for their efficiency; and you will have as your youngest admirals those who will have been thus selected by interest; and, therefore, you will never get over your present difficulties if that system is not stopped altogether. If you only promote officers for special service at a younger age than according to the regulations that I have alluded to, then at least those who do get at a younger age on the Captain's List will owe it to some service and not to interest, and no one would object to that. There is a point bearing upon this question, as to which several questions have been put, and which I should like to remark upon; I mean the question of Board promotions and First Lord's promotions. There is a very strong feeling in the service in favour of Board promotions, because it is looked upon that service officers, who would not have so much chance generally with others by selection, can then get made through the Board acknowledging their claims; that is to say, the general impression and feeling would be against such transfer of the authority of the Board to the First Lord; but I confess that I have seen instances of Board promotions, so objectionable, and in which interest was allowed so unfairly to influence them, that I do not think it such a decided question as some suppose. I doubt whether it might not be better to throw the whole responsibility for those selections, as well as the others, on the First Lord. If you could have a permanent

nent head of the executive branch, who did not change, and, as in the French service, he had to recommend to the Minister of Marine, the officers from whom to make selections, it could not be better. In the French service now, the French officers inform me that they are very much satisfied with that system; they have given up the promotion of a certain portion by seniority; and in our service, if seniority was the rule with a certain portion; then those who were not promoted by seniority would generally be men of interest. At the present time in the French service, no officer can be promoted who has not been first recommended by his captain to his admiral, and then the admiral's recommendation must go home to the Council of the Minister of Marine, and the members of the Council can only recommend the officers whom the admirals have previously recommended, and the Minister of Marine can only promote officers whose names have been submitted to him by his Council.

2318. Is that a system which you would recommend to be adopted in the British Navy?—Not exactly in that form; but if the senior naval officer permanently at the head of the department, under a Minister of Marine, had the selection, he would of course be very much guided by the responsibility that would rest upon him in the selection of officers, and by the recommendations of those under whom they had served, and very properly the exercise of political interest would be prevented, and yet the pointing out of the services of officers by those under whom they had served, or even by their own friends, if they only referred the head of the department to their services, no one could object to it. Therefore this senior naval Lord would have all the means of arriving at the qualifications of officers, the same as the First Lord now has; and it would have the advantage of there being no change in the officer administering the promotions.

2319. As matters now stand in this country, would you, upon the whole, recommend that the sole appointments should be in the hands of the First Lord?—I think upon the whole, from what I have seen, I would prefer that the selections should be, both for special service as well as for ordinary service, in the hands of some responsible head. I think I can show at once how these promotions are sometimes abused; I will refer to the close of the Russian war, when a batch of officers were selected, and no one can look at them without seeing, that while the Board selection included a certain number of most meritorious officers, those who ought to have been promoted, a few of very much less service, some that an officer on a station would be the last to select, were brought in by interest with the batch. There was a case in which a commander and gunnery lieutenant, who fought a breaching battery in a very gallant affair, as far as a few were concerned, and who were specially recommended by the admiral in the body of his despatch, were passed over in the selection, and other officers, who only dragged the guns on shore, and handed them over to these to fight, were promoted, although I do not think that those officers were selected by interest; yet it is true that the two officers, the commander and lieutenant, who fought the guns, and astonished the French by the accuracy of their fire, breaching a large granite fort in eight hours, those two officers in spite of the recommendations of the admiral, having been passed over in the Board promotions, never got a step for their gallant conduct until they got it by another action in the next year, and, if they had not got that step they might have been left for years. The commander, although a young commander, was an old mate and first lieutenant, and was known to be one of the best officers in the service. That was such a striking case, that I could not help, when speaking upon the subject to the First Lord of the Admiralty, pointing out the case to him; and his answer to me was, that this officer was a young commander; but he was about 40 years of age; he had been serving long as first lieutenant and mate; and there were younger men much in point of age, promoted, who had not played such a distinguished part as he had; and had those two officers, with two others who were promoted, been alone promoted for that service, although the officers of the fleet would have said it was rather scanty promotion, no one man could have complained.

2320. Can you say, from your knowledge of the opinions of officers in the British Navy, that any additional value is attached to Board promotions?—Yes, generally, as all promotions for service in action are considered Board promotions, therefore they do at present attach a certain value to them. If the First Lord selected equally, the men would always be known who had been promoted by selection for war service; they would be known in the service just as well as those who had been promoted in the ordinary manner. I think that very few people know now which officer has been promoted by Board promotion, and which not; they know that he has served in certain actions and has been included, and they would suppose that it was a Board promotion; but I do not think it would matter. In my own case, my three steps in the service were all by Board promotions, but I do not think half the people in the service know it; I do not think it matters whether I had been selected by the one or the other, the service for which promotion is given being known.

2321. You have given an instance of two officers who distinguished themselves in attacking a fort, and who were passed over: where was that service performed?—It was at the attack of Bomarsund in 1854; I can mention another that has occurred recently. An officer was promoted by a Board promotion so unfairly, that every man that spoke to me about it, thinking at first that it was a promotion by selection, said, "What a pity for this new First Lord that one of his first promotions is so bad a one;" and until the Secretary of the Admiralty in the House of Commons mentioned that it was a Board promotion, the service was giving the First Lord the discredit of having made this unfair promotion: and if report speaks true, the Board promoted him after the First Lord had positively refused, because he had not any claim to it; he would not even listen to it.

2322. Assuming that it would be difficult to establish any system in which there would not be some defects, are you of opinion that because such cases as you have quoted occur, the whole power of granting promotion should be transferred to the First Lord?—Yes; I think it would be better to leave the responsibility in his hands, because the divided responsibility of the Board is not a direct responsibility to the service and the public,

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public, that the First Lord would feel; although I wish that he had a permanent head who was responsible to him, instead of the Board; yet I think, upon the whole, it would be better to leave the responsibility in his hands.

2323. You attach great importance to keeping the various grades of officers on the Active Lists down to a certain number?—Yes.

2324. Will you be good enough to explain to the Committee who is responsible for the entries of cadets into the Navy?—I suppose that the First Lord is, upon the whole, responsible; how how far he shares that responsibility with the Board I cannot say, but in practice I believe the rule is this; that every captain on first appointment has one nomination, every admiral has two, or he had two; I know that each Lord—and I think the Secretary, but I am not sure—has a certain number, five or six; and the remainder, consisting, perhaps, of 60 or 70 in a year, are the First Lord's; and, therefore, the public have only generally to look to the First Lord as a means of obtaining cadetships, if they have no special interest with captains or the Junior Lords of the Admiralty, to obtain them.

2325. Are you conversant with this branch of the question, or can you speak with any certainty to it?—Yes, I think I can, from one or two cases that I have been personally concerned in. I have paid great attention to the selection of cadets, and I think that there has been a carrying out of interest to a very low grade, looking at the way in which cadets have generally been selected.

2326. I understood you to say that the appointment of cadets rests with the First Lord, the Board, an admiral on appointment, and a captain, in certain proportions; is that so?—Yes, in certain proportions.

2327. Are those the only four sources from which nominations for cadets can be obtained?—I think so.

2328. Are there no appointments given to departments; for instance, to the head of the Colonial Department?—No, I believe not; any one in that department who wishes to get a boy into the Navy, must go to the Admiralty.

2329. The number of entries in any given year, I presume, would be settled by the First Lord of the Admiralty?—I suppose so. I believe that at different times a number has been fixed upon with reference to the supply that is wanted, and that perhaps requires as great care as anything else in connexion with the Navy, although such a minor point, because you must see on the one hand that you have a certain supply, and on the other you must avoid crowding your list, so as to stop promotion in the way the old mates were stopped years ago.

2330. Practically, the appointment of cadets is entirely in the hands of the political administration of the Admiralty of the day?—Yes; except that the naval lords are not political lords; at least not all of them, and therefore to that extent they are not entirely political.

2331. Have you observed that there has been a fair distribution of these nominations among the various classes of society?—No, I think that, as a rule, there has been great difficulty, in the case of many persons, who, perhaps, might be considered publicly to have strong claims for considerations for their sons, but who, for want of interest, have been unable to obtain a nomination, while interest has enabled other persons, who had not the slightest claim, to obtain nominations for their sons. I do not know whether I should be justified in mentioning one case to the Committee, a striking case of the kind, which happened to myself. I refer to the case of my eldest son, who, probably, had stronger naval claims than most boys, because his grandfathers and his great grandfathers, on both the father's and mother's sides, were admirals of good service, and his great great grandfather was a Secretary of the Admiralty. I had myself seen some service, and I suppose that no boy could be found who had so directly descended from naval families, and there was not one of his generation for whom a nomination had then been asked. I had been treated with great confidence by a First Lord with whom I had been brought into connexion during the Russian war. I had been in more direct communication with him than is usual with captains, and he immediately put my boy on his list of candidates when I asked him. Others, who were much younger, got nominations, and I was afraid that my son would be getting rather old, and I therefore appealed to the private secretary; he said, "he cannot be nominated this time, but I will ask the First Lord;" he then told me that he should be nominated the March following for the June examination. I said that that would do only that he would then have a higher examination to pass; in a week or two before the nomination was to come, the Board changed; I was then immediately assured by a Lord of the Admiralty that I need not fear, because the new First Lord had agreed that the out-going First Lord should keep that quarter's nominations, and I never took any further steps in the matter; the list came out, and my son was not included. I then went to the new private secretary, and he said that there must have been some mistake; he referred me to the old one, and I was told that at the last moment the First Lord had taken my son's name out of the list as he wanted to put some one else in; a boy with perhaps the strongest naval claims of the whole was taken out of the list at the last moment. In the same list there was a boy whose father was a foreign officer, that is, he was an Englishman, but in foreign service, but he had strong political connections in Parliament; he had one boy in the training ship at the time, and in the list that my boy was excluded from he was given a second. The new First Lord said that he would put his name on the list, but he had so many nominations to make that he could not hold out any hopes. Another batch came out and again he was refused, and he would not have got into the Navy at all, had not a junior Lord, who said that it was a very hard case, before he left the Admiralty, sent me a nomination for him. Recently, I know that officers without any interest, or their widows, have been able to place their case before the First Lord, and, in several cases, they have obtained nominations.

2332. When a nomination is obtained, does the party who is successful undergo an examination?—Yes; but at that time it was rather a severe one; but they have reduced it recently, and made the training longer in the school ship, which, I believe, is much the better plan.

2333. Have you considered this matter, with a view to making any suggestions as to any improvement in the system of nominating cadets?—It is a very difficult thing. I do not think that competition is a good plan at such an age. I have

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seen boys at that age who would make, I believe, the very best sailors, fail in a difficult examination, boys possessing every qualification, and who, perhaps, after they had been a year in a training ship, would have been picked out, as most likely to do well; there are so many things in addition to a competitive examination that are required for boys in the Navy; and, therefore, I should be sorry to see that established. I think that if selection is carried out fairly, as we may hope it will be, from the apparently increasing attention that has been paid to selection, we may come to a better state of things; but the political demand which the First Lord labours under is so great, and the pressure brought to bear upon him so great, that it must be difficult for him not to comply with the wishes expressed. On one occasion I saw an officer come out from the First Lord's room almost unable to speak; he was a captain of good service himself, and the son of a distinguished admiral; and he had been refused by the First Lord a nomination for his son. At that very time I know, or very little before, that a nomination was hawked about a borough town, sent by the members, and offered to anybody who would take it; it was going begging round the town.

2334. Are you able to suggest any better mode of giving nominations?—I think it would be better not to take it out of responsible hands. I think that the principle of giving the naval lords a share is a good one, because I think it will be found in practice that, except perhaps occasionally in the case of their own families, they will be more likely to bring forward the sons of officers whom they have known in the Navy, and who have some claims upon them. I have no doubt that had I gone to the senior naval lord at the time under whom I had served in the Russian war, and asked him for a nomination, I should have got it without difficulty; but I did not like to do that. I thought the proper way was to ask officially the First Lord. There is one point that I have not mentioned in connexion with this subject, which is, that I think a training-ship has no advantage in any respect over a house on shore, as it is nothing but a floating house, while it has great disadvantages with reference to the health and the separation of the boys; also as to their amusements out of school, and as to being able to go round a dockyard; for we, who were at the the old Naval College, know that we learned a great deal from that, but I speak more particularly as to the separation of the boys. I believe that all boys ought to have, as we had in the Naval College, separate cabins, into which no other boy should be allowed to enter; and all that cannot be had in a ship. I should prefer the first training to be in a college on shore, and the second in a sea-going training-ship.

2335. You have made some observations as to the masters in the Royal Navy, and you said, I think, that you desired to abolish that class of officers?—Most decidedly.

2336. From what class of society are the masters in the Royal Navy generally drawn?—Of late years they have come from much the same class as the executive rank of officers; occasionally, perhaps, there may have been some from a little lower position in life; but, as a rule, for many years they have been taken very much from the same class; there are many officers' sons among them. I have near relatives who are masters, and they have been, I think, of late years taken from a very fit class. A few years back, when political influence was rampant at the Admiralty, particularly in those classes, I have known those appointments, and clerks' appointments, given in succession to second-rate tradesmen's sons of a naval borough; so that I heard once a man who examined them say, that out of a long batch there was hardly one who had even the appearance of being a gentleman's son. I think that has not been so for many years now; I think that they are generally much of the same class as the executive rank. No one can say a word against the masters as a class; there is no more valuable body in the Navy, when they have been picked out by selection, and by the time they become masters of frigates and line-of-battle ships; but by their very value they limit and divert the attention of officers from these important duties, and captains are in command of ships, and commanders are in command of ships, who, if the master was not there, would be utterly unfit in some cases to navigate the ships, and I think that that is discreditable to us as a nation.

2337. Does not skill in pilotage and navigation depend upon practice in early life?—I do not think pilotage does depend upon practice in very early life. I think that a man who has aptitude and ability for it, if he begins as a sub-lieutenant he could not begin at a better time. I think that a youngster could not well have practice in it; but when a man becomes sub-lieutenant, that is the time when to begin those duties of the master class; it is a fact that they do not receive their training until they are of a later age than our sub-lieutenants; the second masters are put in, but latterly they have had very little to do with the navigation and pilotage of ships. In the Baltic the second master of a flag ship, when offered a death vacancy, went to the master of his own ship and said, "I am afraid to take it, I know nothing of pilotage and navigation, and I should be afraid to pilot the ship; what had I better do?" The master argued with him, and said, "You will soon pick it up, I dare say, and you will do as well as the others." He took the post, feeling his incompetency; and in the same way a master has since told me that when he went into a ship on promotion, he was so afraid of the responsibility that he told the master of his own ship of the fear that he entertained, and it was only by feeling that perhaps he had as much ability as some others, and that he should be able to pick it up in time, that enabled him to go with any confidence to the ship. Some of the young masters in the Baltic were really so incompetent, that the things done there were almost incredible, and several captains complained to me of the utter uselessness of the masters, that, for the first time, they had been obliged to take the navigation and pilotage upon themselves, and learn it as it were, because the masters were utterly useless; therefore it is clear that they had not had the training before they undertook the duties. It is only when the inferior ones get weeded out, and the better ones, of whom there are many, rise to the higher ranks, that you really have a class of officers of any value. It is a mistake to suppose that you get a scientific body of officers, you get good practical sailors and navigators for the ordinary work of surveyed harbours, but place them on a new coast in a difficult position in an unsurveyed place, and they will be just as much adrift as the other officers.

2338. With some exceptions you admit them

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to be a valuable class of officers?—Yes; nearly all of those who rise to the larger ships; they are a very valuable body of officers.

2339. Do you apprehend no inconvenience that would arise if you got rid of this very valuable class of officers?—No; not if you did it gradually, and if you trained up others to take their place; it can be done, I believe, without doing any injustice to the existing body of masters. I may say that I turned my attention to this subject 20 years ago, and I then drew up a plan for the purpose of doing away with this class, in which two of the most valuable masters in the service, my own messmates, went over the plan with me and concurred in my suggestions. I have never heard a master say that a plan of that kind could not be devised that would not do thorough justice to them. One of the masters who took a leading part in the Masters' Committee, in impressing upon the Admiralty their wants, talked to me upon the subject, and I said to him, "Do you think that you can be placed over the first lieutenant of a frigate or the commander of a line-of-battle ship;" and he said, "Yes." I said, "Would not that disgust the most valuable body of officers, the first lieutenants, and prevent them from coming forward as first lieutenants?" he said, "I am not arguing as a lieutenant; I am arguing as a master." I said, "Would you go as a first lieutenant upon those terms?" he said, "No." Then I said, "Will you argue for the good of the service only, and say whether you would do away with the masters?" "Certainly," was the answer. I believe that in the master's evidence before the Committee, which I suppose this Committee will have before them, you will find that all the best masters in the service were examined before that Committee, and I believe that, almost without an exception, they advocated the doing away with their class, and as it has now arrived at a pitch when they will never be a satisfied class, while kept below the lieutenants in rank, and as you cannot give them higher rank without destroying the efficiency of the lieutenants; the time has come when you must do away with such an anomaly; it is only a relic of the old system of soldiers fighting the ships, and sailors navigating them; other nations have done away with this class; for example, in the French service every lieutenant must navigate the ship in turn, and certainly that must give them most valuable experience before they arrive at the command of ships.

2340. Assuming a lieutenant to act as master, where would he rank on board the ship?—Just as he does now; for instance, a sub-lieutenant must, when he has passed his examination, which should be a thorough practical as well as theoretical examination in every kind of work, far beyond what the master now has to undergo, to be competent, when he became navigating mate, and was placed on that list, he would take the footing of the gunnery mate, and he should receive a little additional pay as the gunnery officers do, and have small sloops first to go in, he would there still further learn his work as a pilot and navigator, and he would be moved up by degrees as masters left the larger ships; giving the senior masters the command of troop ships and other things that would be promotion to them, and so gradually that would help to clear the lists, and you would have this class of navigating lieutenants growing up, and as lieutenants they would be ready to go into small frigates, and then into larger ones, and in the course of 15 years you would nearly have in all your ships quite a new class of officers. Then you would have this advantage, that there would be no two classes clashing together, and supposing that the navigating lieutenant was also such a good officer that a captain selected him as his first lieutenant you might have a case in which he would become the first lieutenant of a ship, and then another qualified officer would step into the place of the navigating lieutenant; you would thus have a more valuable body of officers in the service, for some of the commanders, or the captains, must in course of years have passed through the same thing.

2341. If a ship were lost on shore, or struck upon a rock, who would be held responsible then?—It would be just as it is now; the captain and the navigating officer now share the responsibility, or they ought to do; it has been too much the case, until lately, that the captain was supposed to be free from responsibility, but of late years it has been established that the captain is as responsible as the master, and it is quite right, for if the master does not know his duty, or the navigating lieutenant does not know his duty, the captain ought to be competent to correct that. The joint responsibility I think is right; but when a new class was established, it would be the same; I think that the loss of a ship, or a ship getting ashore, would rest between the captain and his navigating officer, just as it does now between the captain and the master.

2342. Lord *Clarence Paget.*] Would you give to the navigating lieutenant that title in a small ship?—Yes, just as the gunnery lieutenant is called so.

2343. Would you give him executive rank in a ship among the other lieutenants?—Not any more than the gunnery lieutenant has; it would be his special duty; the gunnery lieutenant has a special duty, and the first lieutenant has a special duty irrespective of any exact seniority in the ship, except the first lieutenant. He would generally keep his watch and do ordinary duty, except when near the land in pilotage waters.

2344. Suppose that this officer was senior to the officer of the watch; would you give him power to make the officer of the watch obey his orders?—Only in pilotage water. I should consider that there, or where any danger threatened from the navigation of the ship, just as the master now would even without a captain, if the ship was in danger would of course act immediately, so would the navigating officer; that would not interfere with the position of the officer of the watch; and that has been so much the case in the service, that the officers of the watch have known nothing about the position of the ship.

2345. My point is this: suppose the navigating officer to be senior to the lieutenant of the watch, would you give him power to order that lieutenant of the watch, as if he were his senior officer?—Most certainly not, unless he was in charge of the ship as the pilot: no more than the master ought to have, or, I believe, has in the present day.

2346. If this officer was junior to the lieutenant of the watch, what position would he be in then; would he have to give the other orders?—The master is junior to the lieutenant of the watch, and it does not interfere in the slightest way.

2347. Can a master give orders to the lieutenant of the watch? — Not for ordinary duties; but certainly he could if the ship was standing into danger. Suppose the captain was below, and the master was on deck, and he saw that the ship was standing into danger, he would certainly be justified in saying to the officer of the watch, "Put the helm down," and the navigating lieutenant would be in the same position; and any lieutenant, whether senior or junior, would not hesitate to act upon his directions; but with respect to all other duties of the officer of the watch, such as shortening sail, he would have no more to do with it than the master has now.

2348. Supposing that the captain is out of the ship, and that the navigating lieutenant is the next senior officer in the ship, would he be left in command of the ship?—I do not think that that could ever happen, and for this reason, that in large ships there would be a commander below the captain, and in vessels bearing a first lieutenant, the first lieutenant could not be the navigating lieutenant also, and, therefore, there would be also a first lieutenant or commander to take the commander's position in his absence.

2349. Then you would have a navigating lieutenant, who must necessarily be junior to the first lieutenant?—I think so, but not in large ships, where there is a commander doing the first lieutenant's duty; in a large ship the first lieutenant is not in the position of the first lieutenant of a small ship, but is more like a second lieutenant.

2350. In a line-of-battle ship, where there was a commander, as I understand by your plan, if an officer was the navigating lieutenant you could not promote him, because you could not have a navigating commander in a ship, and, therefore, he must remain as a lieutenant?—No; you misunderstand what I said before. I say that those officers would be eligible for promotion just as the first lieutenant would be, and the gunnery lieutenant, and you would have a double advantage; for if you had one of those officers as first lieutenant, or commander of a line-of-battle ship, you would have the benefit of his experience, if necessary; or if the captain was ill, or the navigating officer was ill, you would have the advantage of having an officer on board, as second in command, who had passed through that grade.

2351. You propose, as I understand you, that the navigating commander or lieutenant shall keep his rank in the ship?—There would be no navigating commanders.

2352. Then, I understand that a man when promoted to be a commander has no longer anything to do with navigation?—He goes off that list, and then you have the benefit of his experience in the command of ships, in which he would certainly be a more competent man than the present ordinary run of commanders, and he would again have a junior officer under him as his assistant navigating officer. When I spoke of first lieutenants, I meant that only to apply to ships which have no commander over the lieutenants; in large ships at the present time, in large frigates as well as in line-of-battle ships, the commander is first lieutenant of the ship, and does the duty of the old first lieutenant; the first lieutenant is the officer of the watch as any other lieutenant is, and therefore it would not matter whether the navigating lieutenant was the first, the second, or the third lieutenant; but in a small frigate and large corvettes, where the first lieutenant is next in seniority to the captain, you would then have a second or third lieutenant as your navigating lieutenant. If he, in consequence of a vacancy occurring, wished to take the first lieutenant's position, or the captain wished it, he would have to give up his position as navigating lieutenant and take the first lieutenant's position exclusively, and another navigating officer would have to be appointed to that ship.

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2353. Then the practice will be this, that the largest ships in the Navy would have only a young navigating lieutenant to take charge of them in pilotage water?—Quite the contrary, because, by the time that the navigating lieutenant had been, say six, seven, or eight years—which I suppose would be about the time at least that he would have to serve as lieutenant, except for special service in action, before being selected for promotion—he would then be one of the senior lieutenants of a large ship, and then he would perform the same duty as he had performed as a junior lieutenant in a small ship, so that a line-of-battle ship probably need never have an officer in that position who had not done that duty as sub-lieutenant for three or four years, and as lieutenant for six or seven years. If he was not thoroughly competent to assist the captain in a line-of-battle ship by that time, he never ought to have been in the class at all.

2354. What length of service have the masters usually in line-of-battle ships?—I think they are now about 10 years, from that to 12, I think the seniors 15, since they were passed as masters.

2355. You would, as I understand you, have an officer of six or seven years' experience?—No, as he would have his sub-lieutenant's experience, which would be at least equal, and I think vastly superior, considering his qualifications, to those of the junior masters.

2356. The sub-lieutenant's experience would about match with the second master's, or masters of equal experience?—No; not in the way I propose. If a sub-lieutenant on passing his examination at the age of 20 passed through a superior examination, a more searching and practical one than any yet known in the service, he certainly would start, as navigating sub-lieutenant of a small sloop, at least on an equality with the young master who is put into a small sloop now; because, as I said before, they do not in point of fact learn their work until they become masters; and no one can say that the average class of your sub-lieutenants, much less the pick of them, which it would be for the performance of these duties, would not be equal in ability and in aptitude for the work to your junior masters. In the Baltic, and I believe in other places, all the gunboats during the Russian war were placed under the command of very young lieutenants who were not older than some of the sub-lieutenants, and in many cases they had no second master or assistant master to help them. They were thrown for the first time in their lives on their own resources, and several of them told me of the great anxiety which they felt at having the pilotage and the navigation resting upon them. But the rapid way in which they learned the work, and the way in which they did it, struck every one. And it is a great advantage to our service now that we have that class of young officers learning this work in gun-boats, which will enable them to acquire experience before they become commanders. For this reason I should be sorry to see gun-boats taken from lieutenants and given to commanders.

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2357. Have you been informed by French officers that they lament that they have not got the rank of master, as we have?—Never. I believe that I have served more with French officers and with French ships than any man in our service. I am the only officer in our service, I believe, who has lived in them, has piloted them, and been in charge of them. I had upon one occasion nine or ten months daily experience with them, and doing piloting and surveying work for them in consequence of their not having any surveying officers, just the same as I have done for our own squadron or fleet, and in no case do I ever recollect them lamenting the want of masters; but they have frequently expressed to me their regret that they had not a class of surveying officers as we had; therefore, they have felt the want of that very class that I have alluded to; but I never heard them say that they were in want of officers for the ordinary pilotage or navigation of their fleet.

2358. Sir *John Hay.*] The masters at the present time have another duty of great responsibility to undertake the charge of stores. Do you consider that the economical management of the stores of a ship would be successfully attended to if we had not the services of the masters?—Yes; when I proposed to the Admiralty to do away with the masters some time ago, I was asked how I would meet that very point, and I drew up a scheme which, I believe, would perfectly do, as I have never heard one officer, either executive officer or master, who raised a doubt about it.

2359. Perhaps you can put that in?—I have not got a copy of it here, but it was this. The masters now get all the expenditure of stores, principally from the warrant officers, but the first lieutenant or commander in a large ship really has more to do with the expenditure of stores than the master has, because how the carpenter or the others shall work the expenditure of stores is daily regulated by the first lieutenant or commander. He is in direct communication with the warrant officers, and, therefore, there is no better man than he is, could it be so arranged, with regard to the warrant officers' expenditure of the boatswain's and carpenter's stores. The gunnery lieutenant and the gunner have now the entire control of the expenditure of the gunner's stores under the captain; the master has monthly to get his accounts from the gunner and the gunnery lieutenant of the expenditure of the gunner's stores; and, therefore, the gunnery lieutenant could at once, under the captain, take charge of the expenditure of the gunner's stores with the gunner, and the first-lieutenant or the commander could check the expenditure of the other warrant officers' stores, he being the very best person to do it, as that part is all done and the stores expended under him. By giving a small additional pay to the navigating lieutenant and the gunnery lieutenant, as well as the first lieutenant, which would not exceed what is paid to the masters, you might have these duties thoroughly performed, quite as well as they are now.

2360. Is it not practically the case now that the first lieutenant or commander, being anxious to have everything in excellent order, rather induces the issue-notes to be put before the captain for approval, whereas the master, on the other hand, is a check upon the expenditure, and his control, as it were, prevents a suggestion being carried into effect?—I do not think it is practically so. I think that our present store system is not a good one, and I believe that we ought to leave the expenditure of stores more to the responsibility and control of the captain of the ship, because, at present, everything is done by an establishment. The stores are often expended, I am sorry to say, incorrectly on paper; because, although not allowed for a certain thing that is absolutely necessary, they are expended for a thing that is allowed, but which is not wanted. That is often the case; I therefore think that it is better to leave the whole control to the captain and the first lieutenant under him, or to the commander, in large ships.

2361. Lord *Clarence Paget.*] And have no establishment?—No. I would have an establishment for rigging and fitting ships; but for the expenditure of spare stores, which are put on board ships going to a foreign station, I would let the responsibility rest with the captain; I would see then which ship had been sailed best and cheapest. At the present time, we know that ships come into harbour torn to pieces by bad management, and by carrying away spars or splitting sails, but no attention is paid to that at all; and I think that all that, if more attended to, more credit being given to those who saved the stores, would be attended with very beneficial effects.

2362. Mr. *C. Berkeley.*] Are not many of the masters now educated in the Greenwich School?—We have had from the Greenwich School a number of very valuable masters, perhaps some of the best; but they have experienced the same difficulty in learning their duties. As soon as they went on board ship they were put to duties quite irrespective of pilotage and navigation; until they became masters they had not had practical experience.

2363. Do they not obtain their appointments as master's assistants as a reward for their conduct in the school at Greenwich?—Some do.

2364. If you did away with the rank of master, would you not take away those prizes from Greenwich School?—No; you might just as well give those boys cadetships, for many of them are the sons of officers. Why not give the school cadetships as a reward for assiduity, instead of master assistantships?

2365. Sir *James Elphinstone.*] The education of the cadets is to a certain extent gratuitous, is it not?—You can hardly say that, because a sum of money is paid by their parents, which is sufficient to cover more than the actual cost of their living.

2366. Is it not a much smaller sum than their parents would have to pay to any other establishment?—Yes; it is smaller than would be necessary to cover all the expenses.

2367. Does not that, consequently, make the nomination of a cadet a matter of pecuniary value?—Yes, it does, by the present system, particularly when the boys are kept longer in a training-ship; they are at an age when they would be at school, and they are getting a portion of their expense found for them, because they have a small pay coming in, which relieves their parents from the full payment they would otherwise have to make; and it is that pay which, I think, might be done away with.

2368. In point of fact, their parents gain by it?—Yes.

2369. The second officer to whom you referred was Admiral Trotter?—It was.

2370. You stated, on the authority of the Order in Council of the 30th of June 1827, that officers are required to complete four years' service during war, or six complete years during peace, or five complete years in war and peace: is that regulation ever infringed?—There has been one striking case only, and it is a very remarkable one; it occurred about the same time as that of the officer you have alluded to; they were both equally hard cases. There was an officer who had commanded the Bombay Marine without completing his time for his flag, and he actually went in command of a squadron, and fought an action in command; but that did not give him his time, and he was placed on the Retired List. Generally speaking, the two cases were considered strong ones in the service; but as one officer was much older than the other, the case of Admiral Trotter, as a commodore and a much younger man, was considered peculiarly hard. The other one did not create so much feeling; but it is a fact, that an Order in Council was passed to promote him, who was nearly 70 years of age, to the Active List; and in the other case, which was at least equally hard, Admiral Trotter, who wanted only three weeks' time, could not get the same thing done.

2371. Is it usual to disregard service in a time of war, as counting for those five years, if an officer is engaged on a station where the probabilities of war are not very strong?—I believe that a declaration of war in any part of the world at once gives war-time to every officer serving all over the world, whether he does anything in war or not.

2372. In answer to a remonstrance by Admiral Trotter, a letter was written by Mr. Osborne, then Secretary to the Admiralty, dated 3d October 1857, which I will read to you (*reading the same*); is that the usual way in which the services of officers in a time of war are treated?—I have always been of opinion until now that Admiral Trotter was allowed, as other officers have been, the advantage of reducing his time from six years to five, from service during war time; but if by the letter you have quoted it is meant that he was not allowed that, the hardship is far beyond what I supposed.

2373. At that period there was a Russian squadron which had sailed from England before the war broke out, and the locality of which was not accurately ascertained?—I believe so.

2374. Measures had been taken to fortify Simon's Bay, and General Cathcart had been ordered to defend the Cape of Good Hope against that squadron?—I do not know how that was.

2375. Mr. *C. Berkeley.*] If you altered the title of the sub-lieutenants and called them lieutenants, and called the midshipmen sub-lieutenants or second lieutenants, will not that be apt to create a difficulty as to their accommodation?—Not if the complement of officers that I have alluded to is established under a new system; I do not think it would. I think it would also conduce to what I believe would be a very desirable thing, and that is a general mess in a ship, instead of divided messes. The great objection to that now is having so many youngsters on board a ship; but if, instead of training all the youngsters in a ship, there was only the proportion that was necessary for doing the work of trained officers as sub-lieutenants and midshipmen, I think you could then have a general mess, and I think that the necessary accommodation could be provided. I have thought of all that, and I see no difficulty in it.

2376. You do not think that the sub-lieutenants, if called lieutenants, would not all apply for a separate cabin?—I do not think that you could give them each a separate cabin with that number I have alluded to without a master; the absence of the master would add one cabin, and I think you would find that you could give those junior officers such accommodation as would answer the purpose; that is, a certain amount of accommodation, in the shape of cabins between them, that would do for all purposes of dressing and keeping their clothes; and they could sleep, as they do now, outside in a hammock. I think you would be able to meet the necessity in that way without any difficulty.

2377. Mr. *Finlay.*] Should you recommend any alteration in the minimum period of active service in the different junior ranks?—I have stated that I would increase the length of service in all ranks, except for service in action; and I think that for special service in action, you should still allow officers to be promoted before they arrived at that standing. The proposal I make is, that sub-lieutenants should be eligible for promotion for services in action, or for very special service of any kind, after a service of two years, lieutenants after two years, and commanders after two years; but if lieutenants are to be, as at present, made at 20 or 21, and kept in great numbers, instead of having more sub-lieutenants, then I would make them serve for three years as lieutenants, instead of for two years as at present, before they became eligible even for special service. I believe that in the French service all their regulations are set aside for service in action, and so much is that the case that I was serving with one French officer, who, I think, had only commanded a ship as captain for two years, and he was in command of a small squadron; his conduct was very distinguished, and he was made an admiral directly after two years' service as captain; in three years afterwards, I think, he was a vice-admiral commanding the Mediterranean Fleet; so that for service in action they set aside all questions of rule.

2378. For general service at the present time, the minimum period of active service is, for cadets and midshipmen, five-and-a-half years; for sub-lieutenants, no time fixed; lieutenants, two; commanders, one; captains, four years in war, and six in peace. If I understand you rightly, you would alter that arrangement so as to make the sub-lieutenants serve two years, the lieutenants two years, and the commanders two years?—Yes, at sea, before they should be eligible for special promotion; but I have stated before the longer periods which they should serve in the ordinary service before being eligible for selection.

2379. You have also suggested that, under the rank of lieutenants, the promotion should be by seniority?—Yes, to the rank of lieutenant.

2380. Therefore every officer would serve seven-and-a-half years before he could be promoted by selection?—I believe that seven years is the time, including midshipmen and sub-lieutenants; but perhaps I may state that I have a paper, which I should like to hand in, and in which, shortly, an outline of what I propose altogether is given, beginning regularly with the cadet.—(*Vide* Appendix.)

2381. As to the surveying officers, I understood

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you to say that there would be no surveying officers available in case of war?—I said that they are nearly all worn out. We have at present, I believe, only two sea-going surveys under the command of executive officers. We have still officers surveying in the Mediterranean, and one is just coming home from Vancouver's Island; but with the exception of those, our foreign surveys are exhausted, and the few that have been going on have entirely got into the hands of masters who are in command, and who have only second-masters and assistant-masters under them. Therefore, there are no surveys now going on or likely to go on, to enable you to train up any more of your younger officers.

2382. I see in the Navy List that there are 11 officers, consisting of captains, commanders, and lieutenants, and 10 masters in the Surveying List?—They are borne on the ship's books for home service; they are a particular class of surveying officers. Some few of them have served on the class of foreign service which I have alluded to, but they are nearly all of them employed on home service, and the home duties are of a special kind; they are not performed upon unexplored and dangerous coasts, which give the practice that is necessary for officers, to enable them to perform the duties which we may anticipate they would have to perform in case of war; they are merely employed in carrying out details in connexion with the Ordnance surveys; it is a totally different class of duty, and it must be looked upon as not meeting the wants that I have mentioned.

2383. Mr. *Dodson.*] Who appoints the Lords of the Admiralty?—The Queen, I suppose, upon the recommendation of the First Lord.

2384. Has the First Lord the power of dismissing them?—I should think he had in an extreme case, through the Prime Minister. The Sovereign, I presume, may call upon any Lord to resign.

2385. Are not the Lords of the Admiralty, though not all directly political characters, appointed by and dependent for their official position upon a political person?—I think not, in practice; for some years, with few exceptions, the Naval Lords of the Admiralty have remained under the different heads, and therefore, practically, the majority of the Lords of the Admiralty have not been dependent on a change of Government; they have to some extent.

2386. I understood you to state, subject to certain conditions and securities, which you have detailed to the Committee, that you would concentrate all patronage in the hands of the First Lord, and trust to his sense of responsibility to make a proper use of it?—I think that that would be of the greatest advantage; and I think it would eventually work best for the service, more particularly if the other plan, which I suggested, of having a responsible and permanent head under him, was carried out.

2387. By responsible you mean, I presume, responsible to public opinion?—Yes, and to the country.

2388. Can such a responsibility practically be brought to bear in the case of the junior appointments; take, for instance, the case of the lieutenants, can the public have such a knowledge of the merits of the different junior officers as to have any opinion at all upon the subject?—The public opinion in that case is chiefly a naval opinion; the naval officers know well the qualifications of most of the officers on the list; and there is very little difference in opinion in the service as to whether an officer has been fairly or unfairly promoted.

2389. In the case of the junior appointments, at all events, the public opinion must be rather the public opinion of the service than the public opinion of the country?—I think that public opinion is very much worked upon through the press, and I think you may consider that that acts in getting public opinion to bear, and in calling attention to the questions that arise; certainly public opinion generally has had great effect, and the opinion of the service has had great effect, in gradually improving the selection of officers for promotion.

2390. Do you attribute the improved character of the promotions in late years to the force of public opinion?—Chiefly; but in the first place I think that before public opinion was brought to bear on the service as it has been of late years, it was brought about by the want of good officers; the first lieutenant class were leaving the service because they could not get fairly promoted, and could not be induced to serve, and there was no encouragement to that valuable class of officers, the pick of the service, to come forward as first lieutenants, and that I think first forced upon the authorities the necessity of encouraging that class of officers by a fair promotion.

2391. Under the Order in Council of 1860, the commanders on the Active List who had not been employed either afloat in command of revenue vessels, in the coast guard, or as mail or transport agents within a period of 15 years, are to be placed on the Retired List, and there is a similar rule as to the lieutenants; what length of time constitutes such employment as will save a man from being retired?—I am not sure what the regulations are, but I think all that is clearly pointed out in the regulations, although at the present moment I do not remember what it is.

2392. Is there some definite period of time fixed?—Yes. I think that the recent retiring regulation has done a great deal of good in many respects for the service officers. The increased half-pay to lieutenants was also a great boon. It has been very beneficial on the whole, and I think has given great satisfaction: but there are one or two anomalies in it; there is one specially which I should like to mention, bearing exactly on your question, and it is, that one particular class of officers have been shut out from the benefits conferred on others by those retirements. That is what is known as the H. I. K. List of Commanders; and you will find that while all others, I believe, have the benefit by long service, and while the senior lieutenants on the list of a certain age and standing, can go on the Retired List with pay in proportion to their sea service in the rank of lieutenants, the commanders on the H. I. K. List who were not selected, but were made to go off the top of the list on an extra 6*d.* a day, without any other pay, have nothing else to look to, and they have now been shut out from the increased pay for service afloat that they would have had had they remained on the Lieutenants' List. Another class of officers, the reserved captains on the F. G. List, supposed to have been hardly treated, are, I think, very much better off than those I have alluded to; in fact, I feel that the reserved captains have very little to complain of, for the Admiralty actually gave them, without waiting for age, the advantages of increased pay for service, and although

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although many of them never served in commanders' rank, to make them eligible for captains' rank at all, they have been given at once these increased advantages. I cannot see that there should be any difference between that list and the H. I. K. List; whatever advantages are given to the one, I think ought to be given to the other. I think that the reserved captains were selected often as juniors, in many cases by interest; and, therefore, they have really less cause of complaint, if they have any, than the captains on the H. I. K. List, who have received no benefit whatever from the new scale. I mention this, because there is an impression that that one class of officers, the reserved captains, have not had faith kept with them. I certainly believe myself that most of them went upon that list, knowing what they went to. I have had friends who consulted me whether they should take it, and they always knew exactly what they were going to take. Until of late years I have never heard a question raised as to the reserved captains knowing exactly what they were taking when they took that promotion, but the H. I. K. List certainly stands in a different position. I think that they should be put on the footing in every respect of the reserved captains on the F. G. List.

2393. My reason for asking you the question was this: to ascertain whether there are any complaints made that officers are employed for a very short time, just to save them, from not having been employed for 15 years, and therefore from being liable to be placed on the Retired List? —I have never heard that said. I think that generally in that respect there has been nothing unfair.

2394. Sir *Harry Verney.*] You stated just now that you would do away with the class of masters? —Yes.

2395. You added that upon doing away with the class of masters, there would be an extra cabin to spare. Do not you think of increasing the number of lieutenants also?—The complement of lieutenants is all given in my evidence. The additional number of sub-lieutenants would, I believe, give a better complement of officers above the age of 20 in a ship, even if the master's vacancy was not filled up by a lieutenant; if it was thought absolutely necessary to fill the master's vacancy, that need only be done in the largest ship, large frigates and line-of-battle ships; 57 additional lieutenants would be all that would be required for that purpose; the numbers I named would give them, without an additional lieutenant in lieu of a master, a better complement than they have now.

2396. How many lieutenants did you state you thought was the proper number for the whole service?—I think 400 lieutenants would supply your whole peace navy on the scale that I alluded to, with 300 sub-lieutenants.

2397. You stated just now that you entertained a strong opinion that it would be desirable to convert the title of captain into that of commodore, and you also said that you had served a good deal with the French navy; would it not lead to some misunderstanding when serving with the French navy, if the title of capitaine de vaisseau were retained in the French navy, and if our captain was to be called a commodore?—We have no capitaine de vaisseau; we give our captain only the title of "captain;" in all documents he is so called; but as to the capitaine de vaisseau, that is a distinct title from the other captain, and they use it as a distinct title; although nominally styled captain, he really appears officially always as capitaine de vaisseau. He ranks with a colonel in the army, and it is more distinct than our captain. I think that it might give rise to the captains in the French navy desiring to make their titles correspond also with the army. I think that the great objection which is made by some is, although the alteration is fair, that it would cause inconvenience at first from the altered designation of the officers, but I think that that would be in a year quite worn out, so much so that I may give an instance that occurred many years since as to the use of the word "port" instead of "larboard." It was feared by the officers that it would give rise to difficulties, and I was with the first captain who introduced it. It was thought to be a great innovation, and that the alteration in the word would never work. Now I am sure that if any officer who had served in the last 20 years were asked the question, he would say that they could not go back to the use of the old word, because the other has worked so well, and they could not think of altering it; and I believe it would be just the same five years hence with regard to any change in the titles of the officers.

2398. You object to the present system of having a training-ship for naval cadets, but should you object to the system of employing the boys for five months in the summer in a training-ship, and in the naval college in winter for seven months?—My plan would be something similar to that, for I should suggest that they should be in a naval college for the first half of their career, and in a sea-going training-ship for the other half. They would then have acquired at the naval college, from their ordinary work about the ships in the basin and the dockyard, and going afloat occasionally in cutters, the habit of going afloat, and a confidence in going aloft before they left the college; and then at an age when they would be more fit to do hard work, from 15 to 17, they would be in a sea-going training-ship, really fit to do the work aloft as well as the first-class boys do it now.

2399. Did you say that service against the enemy ought to reckon for time more than merely sea-going service?—I said that for selection to the rank of admiral without waiting for seniority, distinguished service against the enemy should be requisite, and I think during peace, without the means of ascertaining so well the qualifications of officers, it would be better not to have selection; but that officers who, during a time of war, had not only shown gallantry upon ordinary service, which, of course, they would show, but real superior abilities, showing them fit for command, or who had distinguished themselves in any superior way, should be eligible for promotion to the Flag List, exactly as there have been men in the army promoted from colonels, very often of small standing, to the rank of major-general, both in the Crimea and India, for special service; and some officers, who, when that war broke out, were junior to captains in the navy, still on our Captains' List, have been promoted, not only to the rank of major-general, but lieutenant-general; while a naval officer, going through the same service, must have remained on the Captains' List till this time without any promotion for his service, and if he happened to be a Companion of the Bath before, without the slightest honorary reward of any kind.

2400. Do you think that any measure could be

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be adopted to render the chaplains in the Navy more efficient?—I know of no way except exercising care in selecting competent men. The chaplains in the Navy have very greatly improved since I first recollect them; there are many excellent men among them now, and I believe that care in selecting them is all that is necessary. I believe that there is a prejudice in the minds of young clergymen against the Navy, but that is quite unfounded; and I believe that it would be one of the very best fields for clever, active, and zealous young men that they could enter into, but from ignorance of what it is they are very often afraid to seek for such employment. I do not think there is that competition for it that would enable the Admiralty yet to select the very best men.

2401. Do you think it would be advisable to have a Chaplain General of the Navy?—Yes; but we have one answering that purpose; the chaplain of Greenwich Hospital is considered the head of the chaplains of the Navy, and I think it would be well to give him the advantage of a recognized position equivalent to that of Chaplain General in the Army.

2402. Are reports sent to him as they are to the Chaplain General in the Army?—I am not aware, but I think not.

2403. What constitutes the Chaplain of Greenwich Hospital the head of the chaplains in the Navy?—I believe he is considered to be the head of the chaplains; he is referred to by the Admiralty when it is necessary to consult; he is the person representing the chaplains in the Navy, and I know that he has had the control over the distribution of books and other things in the Navy. I think that it would be a very great advantage to the Navy if we could get a superior class of men as chaplains; we are gradually getting to that, and the sooner we get it looked upon as a desirable service, and which the best men among the young clergymen will seek for, the better.

2404. You stated that there was some prejudice on the part of young clergymen against the Navy; would it be a good plan if there was a Chaplain-General, that he should select some young clergymen who have been some years in a parish, and send them afloat for the period of the commission of a ship, giving them a higher rate of pay, but no pension?—No; I should not like them to come merely casually into a ship, and then go away again. I think that when they once came, they should make the Navy the place of their service up to a certain standing. I think that in the case of men who have served long and well as chaplains, the Admiralty, besides some advantages which they are able to give, should endeavour to obtain for them Government livings, in order to reward the deserving ones for their service in the Navy.

2405. Do you think it would be a good thing that the chaplain should also be naval instructor?—In large ships I think it is not necessary. Very often a good chaplain, perhaps the best man as chaplain for the crew, might not be the best man as naval instructor. In small ships it is almost impossible to have two.

2406. Where would you draw the line; would you have a chaplain and naval instructor in a 50-gun ship with 500 men?—If the chaplain was equally superior both as chaplain and naval instructor, I should be very well content with one; and the reason why sometimes in large ships it might be desirable to have two employed, is because you might not find superiority on both subjects in one man. I know some of the best chaplains in the service who are not also naval instructors, while some very good naval instructors are not chaplains.

2407. Lord *Clarence Paget.*] Are you aware that there are several livings belonging to Greenwich Hospital which are given to old chaplains?—Yes, a few. I wish just to mention with regard to warrant officers, that in the scheme which I drew up for reducing the number of the executive officers, I particularly alluded to the necessity of having an additional number of warrant officers in large ships to assist the executive officer; that he should be in the position which sometimes the second master holds and the old service mates, that there should be two additional warrant officers in a ship, men who were perhaps not qualified for boatswain or gunner, but one of whom should have the charge under the first lieutenant of the holds of the ship and all stowage, and to be in a superior position to the present captain of the hold; a fifth warrant officer, in large ships, should be devoted to the decks. Then another advantage of having fewer youngsters would be that your petty officers would become a more valuable class than they are at present, and they would be employed on many duties in which youngsters are employed, for I think you should raise them as much as possible.

[*The Witness delivered in the following Paper:*]

"PLAN for re-organizing the OFFICERS of the ROYAL NAVY.

"Cadets to serve two years, or from 13 to 15, in Naval College, and two years in sea-going training ship.

"For very special ability to be allowed to reduce this service to one year and a half in each case.

"To receive no pay, but parents to pay on a graduated scale.

"At 17, to go into ships as midshipmen on pay and footing of second lieutenants of Marines.

"Midshipmen to be 300 in number and promoted by seniority to sub-lieutenant in from three to three and a half years, and after examination.

"Sub-lieutenants to be on pay of first lieutenants of Marines, to be 300 in number, and to be promoted by seniority to lieutenant, except (after two years) for service in action, and one yearly, of two years standing, by competition.

"Note.—The numbers fixed in these two ranks are supposed to bring them to the next rank after about seven years from first appointment, or about the age of 24. If necessary, the numbers should be reduced to secure this.

"Lieutenants' Active List to consist of 600, to be promoted to commander by selection from the first 300 (except for service in action after two years service as lieutenant); or, before 40 years of age, to Reserved Commanders' List. At 40, all not so promoted to go on Retired Lieutenants' List, to which Coastguard appointments as lieutenants should be confined.

"Retired lieutenants to go on Retired Commanders' List at 55 years of age.

"Commanders' Active List, 250. To be promoted to captain by selection from the first 125 (except for service in action after two years service as commander); or, before 46 years of age, to Reserved

Reserved Captains' List. At 46, all not so promoted to go on Retired Commanders' List.

"Inspecting commanders and mail and packet agents to be taken from Reserved List.

"Captains' Active List to consist of 200, to be promoted by seniority to Active Flag List, except by selection for special war service. The present retirement on 18*s.* list at 55 to be retained, but all captains at 60 to be removed to Retired List: to have the choice of taking the pay of that list due to their standing; or to remain on captain's pay, and when becoming rear-admiral by seniority to have the pay of 25*s.* a day.

"If service as captain for a certain time to qualify for active flag is retained, it should be sea time only. And out of five years, two should be allowed for commander's time at the rate of two years for one as captain.

"Reserved commanders and captains to have additional pay (for service at present rates) to pay of active rank, whatever that may be. Retired commanders and lieutenants to have the increased rates at 55, with a step in rank if deserving it.

"Rear-admirals to retire at 65, others at 70. Active admirals to be 70 in number. If reserved captains and commanders are limited, they should be the same numbers as the Active Lists.

"The distinction of red, white, and blue, to cease.

"If lieutenants are fixed at 700, commanders to be 300, and captains 230."

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Captain WILLIAM HORTON, called in; and Examined.

2408. *Chairman.*] OF what standing are you in Her Majesty's Navy?—I have been 28 years in the service.

2409. How long have you been a captain?—One year.

2410. Have you passed through all the lower ranks of the service?—Yes; I was 13 years a lieutenant and seven years a commander.

2411. Have you conferred with the officers who were concerned in drawing up the proposals contained in what is called Sir John Hay's Plan?—Yes; and I am familiar with them. I have not gone into all the details and calculations.

2412. Are you one of the 1,200 officers who concur in the 10 propositions contained in that plan?—Yes; I sent in my opinions in reply to the questions that were sent out by Mr. Harvey.

2413. Have you seen any reason to change or to modify your opinions to any extent?—Yes, I think so, on some points.

2414. Will you be good enough to state upon which points you would like to modify or change your opinion?—It has occurred to me, from hearing the opinions of others since the time I have alluded to, that it might be beneficial to the service to put the Commanders' List on nearly the same footing as that of the captains, and let the promotion be progressive through it. I think that that would throw more energy into the period of service of the lieutenants, the boon being a greater one to be earlier landed on the seniority list, so that the advancement would be certain instead of fortuitous from an earlier period.

2415. Would you introduce a system of seniority?—Yes; through the Commanders' List as well as that of the Captains'.

2416. Officers should pass through the Commanders' List by seniority, as I understand you, and on to that of the Captains'?—Yes.

2417. Should they proceed from the Captains' List by seniority?—Yes. I also think that if the position of a commander in the English Navy were made more similar to that of a capitaine de frégate in the French Navy, it would be better for the rank.

2418. Are you acquainted with the French Navy?—Yes; I have served a good deal with French officers.

2419. Is the principle of seniority in the commanders' rank that upon which they advance their officers?—The principle of seniority prevails more in the lower ranks of the French Navy, and selection rather prevails in the upper ranks.

2420. Would you do away with the principle of selection in the Commanders' List?—I think that for distinguished service selection ought to prevail.

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2421. The rule then would be seniority, and the exception would be selection for distinguished service?—Yes.

2422. Would you carry out the same rule with respect to the Captains' List?—That is the existing one, and I see no reason for altering it.

2423. Captain Sulivan has stated that he would, in the case of distinguished service in war, or for special services of any kind, promote a captain, and give him his flag upon that account alone. Have you considered that question?—I do not think that that ought to be done without regard to the requirements of the Admirals' List at the time. That would be a matter to be regulated by an order in Council, I apprehend.

2424. That being the first point, the introduction of the system of seniority into the Commanders' List, is there any other of the propositions which I believe are contained in pages 2 and 3 of Sir John Hay's plan before you, as to which you would like to alter your opinion?—I think that the seventh point is scarcely in accordance with my opinion. "That the entry of cadets be regulated according to the vacancies which may have occurred during the preceding year on the Active Lists of lieutenants, whether occasioned by promotion, retirement, or death, and to supply the vacancies which may have taken place amongst the junior officers below that rank." My belief is that the entry of cadets must be regulated by the state of the list from the top to the bottom. I believe that that breadth of cadets (*describing the same*), which was admitted 40 or 50 years ago, has come now to that breadth (*describing the same*), among the captains at the top of the Captains' List. At each step so many have disappeared from the service; and all these considerations must be taken into account in regulating the number of the entries, as well as the numbers of the various ranks. (*See* Addendum to the above reply in Appendix.)

2425. Would you not have to regulate every list, with reference to each other, so as to have the promotions steadily progressing from one rank up to the other?—Yes.

2426. Then you would have to regulate the cadets' list by the lieutenants' list, would you not?—It would come to that, but not immediately. I think it would take time to settle that on any change of the proportion of the lists.

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2427. Do you think that the present regulated numbers on the lists of lieutenants, commanders, and captains should be reduced to any extent?—I think it should; I also think that the number of flag officers should be reduced.

2428. As to the lieutenants, several witnesses, whose evidence is of very great value, have stated that they think the lieutenants should be, if not so numerous as the regulated number of 1,200, greater than the number mentioned in the plan which has been referred to. What is your opinion upon that point?—I think that 700 is rather low, and that the number of the lieutenants ought to be greater.

2429. Would not the List of Lieutenants really govern both above and below the other lists in the Navy?—It would govern the lists above it, I think.

2430. Might you not take the Lieutenants' List as the key to all the others?—I am not prepared to say that. It is a matter for calculation.

2431. Did you hear the evidence given by Captain Sulivan?—Yes; I heard the latter part of it to-day.

2432. In the former part of his evidence he stated that he thought 400 on the List of Lieutenants, and 300 on the List of Sub-Lieutenants, would be sufficient for the requirements of the service. I infer, from what you have stated, that, in your opinion, that would be too low a number?—Yes; I should propose double those numbers, in each case.

2433. The number of the commanders, I believe, is 450?—It is so now.

2434. Do you think that that list would bear reducing?—I think it would.

2435. The proposal, I believe, is to bring it down to 300?—Yes; but I may refer once more to the French Navy. I took this morning out of the French Navy List their relative numbers; their requirements are less than ours; and I find that they have 270 capitaines de frégates, and 130 capitaines de vaisseaux.

2436. I believe that the capitaines de frégates correspond more nearly with commanders, and the capitaines de vaisseaux with post captains?—Yes; but the French capitaine de frégate holds a higher rank than a commander in the English Navy.

2437. Do you think that 300 commanders would be sufficient for the services required in that list?—Yes, I think it would.

2438. What number of captains do you think would be sufficient?—I believe that 250 would be the proper number.

2439. That would be making a reduction of 100 from that list?—Yes, it would, and 150 from the other.

2440. Suppose that done, that is to say, that you had 250 captains and 300 commanders, and I will suppose 800 lieutenants, do you think that that number of officers would be amply sufficient for a time of peace, and would it allow of a sufficient reserve to meet the contingencies of a war?—I think in the upper lists it would be sufficient to meet the exigencies of a war. In the Lieutenants' List the number, perhaps, might have to be supplemented by officers taken from the coast guard, and still further requirements might be supplied from the naval reserve in an extreme case, but I think 800 would suffice in the case of war.

2441. The number on the list of flag officers is 99 of all ranks in three classes?—Yes.

2442. The principal recommendation in the plan before you is to introduce into the Admirals' List a system of compulsory retirement at the age of 70?—Yes.

2443. That would immediately reduce the 99 officers who are now on the Active List to a very much lower number?—Yes; it would.

2444. According to the suggestion contained in the plan the number of the flag officers would be reduced to 63; what is your opinion upon that point. Do you think the number should be higher or lower than that?—I apprehend that 60 would be quite enough to fulfil all the requirements of the service, and a reduced number would be conducive to a steady flow of promotion.

2445. One of the great objects of your recommendation as to these numbers I presume would be to secure a continuous and steady flow of promotion from one rank to the other?—Yes, the principal object.

2446. Would you retire a rear-admiral at the same age as you would retire a vice-admiral?—I think that one age might safely be applied to all classes of admirals. I do not see the use of having three classes of admirals, and I believe that if the 60 were divided into two classes, full admirals and vice-admirals, the rank of rear-admiral might with advantage be given to the commodores who might hold temporary rank.

2447. Sir James Hope has expressed this opinion, that he can see no necessity for keeping up the distinction of full admiral, vice-admiral, and rear-admiral, that they might all be regarded as on the Active List, and out of the whole List the Crown could select officers who should be employed. Do you concur in that opinion?—I am not aware of the importance of keeping up the distinction; it is a traditional thing in the Navy, and I have no doubt it is gratifying to some officers; but I see no other reason for it.

2448. The effect would be, in course of time, if there was no distinction kept up, that all of them would have the honour of being considered admirals, as they are considered in society?—Yes.

2449. Do you think that that would not be considered injurious to the feelings or expectations of any of those on the Admirals' List?—No; I do not think that the existing admirals need be jealous of the advancement of vice-admirals to the same title.

2450. Are there any other modifications that you would like to suggest to the Committee as to any of the propositions in Sir John Hay's plan?—No; except that the extension of the Sub-lieutenants' List ought to be indefinite. I think it ought to depend upon the supply of midshipmen introduced through the Naval College; and certainly there ought not to be fewer sub-lieutenants than the number already stated of 300. I think that the existing number is very insufficient.

2451. What is your opinion as to the proposition No. 3, "That a longer minimum period of sea-service be required in the ranks below that of captain to qualify an officer for promotion to a higher Active List." Is there any necessity for that?—I think that the sub-lieutenants ought to serve for a specified period, and I think that three years would not be too long from the age of 19 before attaining to lieutenant's rank. I think that a lieutenant might with advantage serve for three years instead of two.

2452. That is a year longer than he serves now?—Yes.

2453. What should you say as to the commanders?—

manders?—If a commander were to rise progressively, and secure of having more opportunity of service, or, at any rate, the option of serving, and if he declined it when it was offered, then it would become a consideration whether he should be entitled to advancement or not.

2454. Have you any remark to make upon the fourth proposition, "That the system of promotion by selection from the ranks of commander, lieutenant, and sub-lieutenant, be so far modified, that one-third of the promotions in these grades should be given to those officers having the greatest amount of active service at sea in their respective ranks"?—I believe that the system of promotion is now becoming year by year more in accordance with that principle. It appears to be, in a degree, self-imposed by the First Lord of the Admiralty; so long as that is continued I do not think that any regulation is necessary.

2455. With regard to proposition No. 8, a good deal of evidence has been given before the Committee, namely, "That a naval college be established, with ships attached, and that no cadets be sent to sea under 16 years of age"?—That is quite my opinion.

2456. You are in favour of establishing a naval college, with training ships attached, and not allowing the cadets to be sent to sea under 16 years of age?—Yes, quite so; and I would go even further, and suggest that it should be a naval school at first for those two years; that the cadet should pass 12 months in a training ship, and that after having passed in seamanship, a midshipman should go to a naval college for a period of one year.

2457. Then you would have a naval school and a naval college?—I would have a senior and a junior college. I think it is highly important to remove the junior college from a sea-port like Portsmouth, and I think that the Isle of Wight would be a very suitable place for it, with the means of communicating with the dockyard, which the boys should visit in order to derive what advantage they might from going about among the ships in course of construction and refit. We derived very great benefit from it when in the Naval College formerly. When a young man arrives at the age of 19, I think that he may be left to his own discretion. But I think that the Naval College in the Dockyard is an establishment which ought to be restored for the further education of naval officers under these conditions.

2458. The 10th proposition is, "That the position of warrant and petty officers be improved, and many of the duties heretofore performed by sub-lieutenants and midshipmen be entrusted to those officers;" do you think that that could be done with advantage to the service?—I think that it could with very great advantage; I think that a warrant officer ought only to be in a large ship, and not bearing that designation. He ought to serve there as a gunner, boatswain, or carpenter, holding an appointment on an equal footing with the engineers; he should hold, as at present, a rank between the second master and midshipman, and have the charge of stores in a large ship, and receive whatever pension or emoluments might be deemed suitable to an officer of his increased consideration; then the chief petty officers ought to be styled warrant officers, and be made to perform many duties about the ship which are neglected by the midshipmen, or not performed for want of them; they ought to mess together, wearing the uniform appointed, and have, if not a pension, gratuities assigned to their widows.

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2459. If they were sent to perform the duties of midshipmen and they were made to mess along with them, might not that create some disappointment hereafter if they were not promoted?—I do not propose that they should mess with the midshipmen, but that they should mess together as a body.

2460. If they performed the duties of midshipmen, and had those duties imposed upon them, would not that raise expectations which would be disappointed if further advancement were not extended to them?—I think that the superior position of a gunner, boatswain, or carpenter, might be made one holding out a sufficient reward; but at the present time it does not. I do not think that his position is sufficiently high for a seaman to aspire to.

2461. Is it not for the purpose of remunerating that class of officers that you would adopt that suggestion?—Yes, by way of elevating the tone of the seamen generally, and to encourage them to look to more than they have now to expect, as a reward for meritorious service.

2462. A good deal of evidence has been given to-day as to doing away with the masters; have you any opinion to express upon that point?—My opinion is decidedly against it.

2463. You concur in the opinion of Sir James Hope, which was very strongly expressed, "I am quite opposed to the absorption of the masters; and I think that any man who has commanded a ship would be very sorry to part with them." Do you concur in that opinion?—Yes, I do. I think, also, that what directly bears upon the subject, is the means of meeting that which Captain Sulivan proposed to introduce, namely, a better school of navigation among the officers; and if I may be allowed to allude to it in that way, I should propose that the naval instructors should be done away with by degrees, but that these lads coming to sea at 16 years of age, should be kept up to the mark in the attainments which they had acquired at their naval school by reproducing a certain quantity of that which they had already learnt, so as to keep up their acquired knowledge; and as to the supervision, the lieutenants of each division should be responsible for so much navigation to be worked out by each midshipman in his division, which is in theory the case now; but I think that it ought to be made more practically the custom of the service.

2464. Should you approve of having a permanent staff of surveying officers?—That is a question which I have not considered. I think that surveying ought to enter into the education of every naval officer, so that anyone might be called upon to do it who had acquired it with more or less skill.

2465. Confining yourself to the inquiry before this Committee, which is simply limited to the question of promotion and retirement, have you any other suggestions to offer besides those contained in the ten propositions?—The concluding paragraph admits, I think, of an observation: "By improving the position and increasing the number of warrant and petty officers, the prizes within reach of the seamen would be increased, and a greater encouragement thereby offered to respectable lads to enter the Navy." If I may mention a subject touching money, I would suggest that widows of petty officers and seamen killed or drowned should be in some degree provided

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vided for, as a means of encouraging seamen to serve in the Navy. I believe that there exists a statute of George II. which makes provision to that effect; I am not aware that it is repealed, but it is practically in abeyance. I dwell particularly upon that, because I think that while officers have been in many ways cared for, and seamen have had their position improved in many respects, there are yet other ways in which a higher tone might be introduced among the men, which I think would be very conducive to the discipline and welfare of the Navy, among which this would be one.

2466. Have you any other suggestions to offer to the Committee; if so, they will be very glad to hear them?—No.

2467. Mr. *Ayrton.*] If promotion is made to depend upon active service at sea, would it not give the Admiralty a complete command over the promotion of ever officer by not giving him service at sea, and in a manner that would entirely escape the observation of the public?—It would certainly open a door to it.

2468. Observing that whenever a door is opened a great many things enter by it, do you think it is desirable in the Navy to leave a door open in that way?—I do not at once see the check that could be imposed. I think it is the case now.

2469. Do you think, instead of merely making this condition it is not necessary to make a much more stringent one, so as to compel a reference to the seniority of the officers, rather than the mere fact of their having been employed for a certain number of years at sea?—Yes, in a modified degree. I do consider that that suggestion is well worthy of the consideration of the Committee. I am not prepared to stipulate that one-third should be made the proportion, but I agree with the principle in general terms.

2470. I believe you were 30 years in the service from your first entry before you were appointed captain?—Yes.

2471. Do you consider that your promotion has been sufficiently rapid to satisfy your just expectations, or that it has been kept back in such a way as to be altogether unsatisfactory to you?—I have been disappointed of promotion. I was for a long period a lieutenant, 13 years; but I must confess that I lost opportunities, and that I thought I was doing better by going in one direction, whereas on looking back I can see that if I had gone in the direction that lay open to me I should have done better.

2472. Having attained the rank of captain in 30 years, have your reasonable expectations been disappointed, or do you think that you ought to have attained that rank sooner?—I think I should have attained the rank sooner; I feel that my rank is behind my age.

2473. What do you think would have been a fair time in which to reach the rank of captain?—I think at the age of 35 or 36; I did not attain it until I was 42. I was six or seven years behind my time.

2474. You consider that 20 years' service would be a fair time?—Yes, to obtain the rank of captain; I served 22 years afloat before obtaining it.

2475. Do you think that the minds of officers in your position, who serve 30 years before they obtain the rank of captain, are much influenced by the consideration that other officers obtain that rank in 20 years, and that that feeling is somewhat aggravated if you have four medals and other distinctions while officers above you have no distinction at all?—I think, in those cases, great aggravation is caused by that, and especially when political influence has been the means of advancing those officers.

2476. Is the same feeling caused if officers have been promoted from the fact of their being related to admirals and getting Admiralty nominations?—I think that there is less jealousy felt as to naval patronage than as to political patronage; a certain amount of naval patronage is a thing that is looked for.

2477. Being aware of the fact that the officer immediately above you in the list has served ten years without any apparent distinction, is that satisfactory?—I was not aware of the fact: I do not know the officer's name, nor what his services may have been.

2478. Is it your opinion that the treatment of officers, under the rank of captain, excites sufficient interest in the public mind, that public opinion is seriously brought to bear so as to prevent abuses in the profession?—No; and one reason that I have for proposing that the promotion from the rank of lieutenant and upwards should be progressive by seniority is, that I think if the field of an officer's zealous exertions to obtain promotion were narrowed, it would be more incumbent upon the Admiralty to promote that officer irrespective of such influence as might be considered undue.

2479. Has it struck you that the practical effect of the present system is to permit every abuse when it is most advantageous to those who benefit by it, up to the rank of captain, and then to fix irrevocably all those abuses, by establishing a system of seniority from the rank of captain upwards?—No; I do not think that there is any jealousy felt upon that point. I think that we all look to a certain position on the Navy List, in which we are as it were secure; there is the advantage in the present system, that we feel secure after being landed on the Captains' List.

2480. At the same time, is not every abuse most effectually secured by allowing a sort of indefinite selection up to the rank of captain, and then fixing everybody's rank by seniority, from the rank of captain upwards?—I think that by extending that seniority system a little lower down, you would limit the scope for abuse.

2481. Does not the present system, in point of fact, allow of all abuses, which are the least observed, up to the rank of captain; and then effectually cement them by not allowing any selection in the upper ranks?—Yes, it does, in that point of view.

2482. Then the present system seems to give selection where there ought to be none, and to take it away where it ought to exist?—Yes; but in theory there is power to advance; it is the Queen's undoubted privilege to select officers for higher promotion, irrespective of their seniority; but she is rarely called upon to exercise it.

2483. Is it within your knowledge that the Queen has ever exercised the power in and above the rank of captain, to correct abuses which have been created below the rank of captain?—No, though in individual cases temporary rank has been given to an admiral while employed.

2484. Do you think that if any selection did take place in the higher ranks it would excite public interest, and that public opinion would be brought to bear upon it more than in the lower ranks?—I think that the case would attract more attention.

2485. Sir

2485. Sir *James Elphinstone.*] Under any plan that could be devised, I suppose there must always be a number of lieutenants who cannot reasonably expect to be promoted to post rank?—I suppose that must continue.

2486. How would you propose to dispose of officers?—I think there ought to be an offer in each rank of retiring at a certain age, with certain advantages, and that other officers should be retired compulsorily from each rank, as suggested in the proposals.

2487. What age would you consider a fair age at which a lieutenant should be offered his retirement?—The 55th year of a captain should give him the option of retiring, and on completing his 60th year it should be compulsory, in accordance with the scheme of Sir John Hay; and the lieutenant in the same manner at 40 years old and at 50.

2488. With regard to the messing; is not the present mode of messing both inconvenient and expensive on board ship?—It is very inconvenient; I am not aware of any increased expense through that plan as compared with any other; but I have never yet heard any solution of the difficulty as to bringing officers to mess together; there are difficulties which I have never heard satisfactorily got over by any officers whose opinions I have heard.

2489. Is it not possible to throw the officers in a small ship, of a certain size, into one mess with advantage, on board of which there is a captain, two lieutenants, a master, and a surgeon?—I think that in small vessels it might be done; but what would be more convenient would be the employment of officers of a lower rank, in small vessels, where they would all naturally be together.

2490. Practically, in small vessels, would it not be the means of maintaining a better state of discipline among the young officers where the messes were so small that there could be only two or three together?—Yes; I think it might be advantageous; but there would be this drawback again, that the same young officers on joining a larger ship would be disappointed on finding themselves excluded from the officers' mess.

2491. Might not the messes in a large ship be thrown into a different form from what they are now; for instance, the captain and the superior officers messing together, and the officers divided in such a way that the young gentlemen would be left less to themselves than they are at present?—In theory I quite agree with that; but I do not see the way in which it might be effected; I think that the captain being otherwise than he is now, would be attended with very great inconvenience.

2492. Is it not a practical anomaly that the captain should mess by himself?—It has its inconveniences and its advantages; but I do not think it could be done away with; I never heard of a plan that satisfied me.

2493. Do you not think that rules might be framed by which a harmonious state of matters might be secured under a different system?—I think not; the classes of officers are so numerous that it would be difficult, I think, to make the arrangement.

2494. Mr. C. *Berkeley.*] If the list of commanders is to be fixed at 300, and promotions to go on by seniority on that list, can you give an opinion as to how long it would take an officer to get his promotion to the rank of captain?—As a matter of opinion; but without having made any calculation, I think that with compulsory retirement according to age, and conditional retirement based on the period of service and age combined, the lists might be so regulated as to maintain the age of promotion very much as it is now.

2495. Then would not the rate of promotion be governed a great deal by the number of lieutenants that are on the list; for instance, you agree as to the number being 800; Sir James Hope puts it at 1,200; Captain Sulivan puts it at 600, and on the Active List 400, who, he thinks, would be employed; but however the numbers may be fixed, of course the promotion to that rank will depend upon the numbers in the commanders' rank and in the captains' rank; if the lieutenants are 1,200 you must have more commanders and more captains to ensure promotion for the lieutenants; if only 600, fewer commanders and fewer captains would give an equal amount of promotion?—Yes, they would.

2496. Your opinion as to the number of the commanders and captains would be modified by the number of lieutenants, would it not?—I must not be understood as prescribing a number; I think that that is a matter for close calculation; I think that the numbers in all ranks require a great deal of very considerate calculation upon data which I have not in my possession; I only agree in general terms to the numbers proposed here, with this exception, that I think the number of the lieutenants is placed rather too low. I think that the number of the sub-lieutenants ought to be unlimited.

2497. I understand you to say that these calculations should be made with reference to the number that is fixed upon of the lieutenants?—I think that the proportion of officers in each rank ought to be such that the number of cadets or midshipmen admitted should supply the number of those who disappear from the list at each grade of promotion.

2498. Can you give any notion as to what you think ought to be the average time after which a lieutenant ought to be promoted, and the average time after which a commander ought to be promoted?—I think that some reduction of the time served in each rank might be beneficial to the efficiency of the service; it would be very satisfactory to have a maximum; I do not see my way to imposing a maximum period of service, but I think it was in Sir J. Hay's scheme suggested that officers should be promoted by selection from among those who had served the longest, which would be a fairer rule to adopt than that of fixing a maximum beyond which an officer should be entitled to his promotion.

2499. Mr. *Finlay.*] A captain must serve six years in a time of peace before he becomes eligible for the rank of admiral. Is it generally supposed in the Navy that the command of ships is given to officers according to merit or length of service?—I think that it is in a great degree given for merit and length of service; but still other considerations prevail in certain cases.

2500. Upon the whole, there is not much dissatisfaction felt on that ground?—No; there is a sort of feeling that those who have served are continued in employment, and that many men are left aside altogether; but I do not know that that gives rise to any very great amount of dissatisfaction. A great many officers may be found so unemployed from their own private reasons, but others are no doubt denied that fair turn of employment which they ought to have.

2501. Lord *Clarence Paget.*] Do you think that

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that in a time of peace it would be advisable, and that it would be acceptable to captains, if they were put in command of smaller ships than they at present command, with a view to a longer employment of them?—Yes, I think it would in a great degree; but I should be sorry, as a captain, to go into what I considered too small a ship. I think that a larger employment would be acceptable to captains in that way.

2502. Would you prefer a smaller ship rather than remain inactive?—Yes; but I do not think that a captain ought to be placed in the command of a vessel inferior to those which are commanded by commanders at the same time. I think that a distinction should be observed in that respect.

2503. If commanders were to have the command of small vessels which are commanded by lieutenants, in fact, in peace time, with a view to the employment of officers of the rank of commanders and captains, and if the commanders were to be employed in the command of large gun boats, as Sir James Hope suggested, and captains in the command of corvettes, which are commanded by commanders, would that be more acceptable to young officers than remaining on half-pay, in consequence of there not being ships for them?—I think it would, if there were a sufficient number of inferior officers appointed to the ships; but I think the acceptability of it would depend very much upon that; for want of officers occasionally, the service becomes very irksome to the commanding officrs of small vessels. I mean to say that there is a complement of officers too small to place under the command of a commander; and again, a captain might be left with two few officers under him if that system were carried down too low.

2504. In a modified degree, you would coincide with the suggestion?—Yes, within certain limits, and I think that commanders might, with advantage, be employed under captains to a greater extent than now, and more lieutenants might be appointed to sea-going ships, with great benefit to themselves and to the service.

2505. Can you suggest any other means by which officers might be employed more largely, particularly in the higher ranks, during peace time?—No; I think each of the large dockyards might have a captain employed under the admiral superintendent, but I do not think that any other employment would be welcome to a captain.

2506. Sir *William Miles.*] If captains were hereafter to take command of vessels now commanded by commanders, and commanders were to take command of vessels now commanded by lieutenants, would not that give to each rank a greater chance of serving their time than at present?—It would, undoubtedly.

2507. Would not that of itself be a great advantage to the Navy?—Yes.

2508. Would it not compensate for those disadvantages which you have spoken of in your evidence?—The service would benefit from the greater experience acquired in that way, and the officers would benefit from becoming more early eligible for promotion; but if they served under a feeling of dissatisfaction, I think the service would suffer in a corresponding degree.

2509. Would it be impossible to place the more subordinate officers in corvettes and sloops, which are now commanded by commanders, if they were placed under captains?—I think the system in the French navy is a very wise one, and it is that of employing a larger number of sub-lieutenants in small vessels, where they are learning the duties for which they are supposed to be competent, and a smaller number in the larger vessels; whereas, with us, sub-lieutenants are appointed to the large ships, and the smaller vessels are in many cases left almost destitute of officers.

2510. Supposing that what you have suggested was carried out, that captains generally were put into vessels which are now commanded by commanders, and an additional staff of sub-lieutenants was appointed to those ships, would not that be a great advantage, not only with regard to promotion but likewise in bringing forward the young men?—Yes; I think that a larger employment of officers generally would be an advantage: the ships are larger, and more officers might be put into them.

2511. You have already given evidence as to the number of cadets which should be entered yearly into the service; but, as I understand you, that would not depend upon the vacancies in the Lieutenants' List, but the vacancies in the whole of the List?—Yes; my idea as to the number of cadets necessary to be admitted might be better expressed by drawing parallel lines, the number of admissions 40 years ago being represented by that breadth—(*describing the same*); those have dwindled away now to a comparatively small number, the remaining individuals being in the upper part of the Captains' and Commanders' Lists; and I think that that general state of things from the top of the list to the bottom must be kept in view in determining the number to be admitted into the service.

2512. When would you begin that system?—To-morrow.

2513. If you did do so, would you not be subject to a large glut in after years, and which has previously led to the Orders in Council?—An outlet ought to be provided by the compulsory and conditional retirement of officers; and I think that at the present day more young men and lads leave the service after a short time than used to be the case formerly; I look upon the Navy as a profession which affords a very narrow scope for young men of much ambition or great talent, and when they see that they may take their wares to a better market, they leave the Navy in order to do so.

2514. Looking to the diminished numbers that Sir John Hay's plan, if carried out, would lead to, do not you think there would be a danger of the lower ranks being so filled up that eventually there would become a clog?—I am not prepared to state the number which would result, but it appears to me that that is a matter of simple calculation; watching the career of officers, and calculating what at different periods should be the advancement that ought to be made to supply the requirements of the service at each step, including the number of admissions of cadets; I believe that to be a matter of simple calculation.

2515. Sir *John Hay.*] You would rather supply the vacancies by an average than by a fixed annual calculation?—Yes,

2516. Mr. *Ayrton.*] Would not all promotion in the Navy be represented by the vacancies in the List of Lieutenants in each year?—I do not see that, because commanders die and captains die.

2517. If promotion goes on from rank to rank, must not the vacancies at the bottom of the Lieutenants' List represent the entire waste of the year?—Yes, down to that point.

2518. Therefore, the number of vacancies in the List of Lieutenants would represent the amount

amount of waste in the Navy, which would have to be supplied by new cadets?—No, I think not.

2519. Would not the vacancies at the bottom of the List of Second Lieutenants represent the waste in the Navy in a year that would be required to be supplied by new cadets?—When once the numbers were duly proportioned it would do so, but I think it would not do so to-morrow, in any degree; I think that if the plan recommended by Sir John Hay, or something like it, duly calculated, were adopted, it would do so thenceforth, or ought to do so, but I do not think it would do so at present.

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2520. Not until a standard had been fixed as to the proper number of officers in each rank?—No.

2521. When that was done, then, should you think that the vacancies at the bottom of the List of Second Lieutenants would represent the annual waste?—Yes.

2522. And you would regulate the number of entries of cadets by that waste?—Yes.

Commander GEORGE HENRY PARKIN, called in; and Examined.

2523. *Chairman.*] How long have you been in Her Majesty's Navy?—Twenty-three years.

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2524. How long did you serve in the different ranks?—I was six years until I became a mate; a year from that time I reached the rank of lieutenant; I was 12 years a lieutenant, during which time I commanded a frigate in the East Indies, as acting captain; at present I am a commander of 3½ years' standing, during which time I have also commanded a frigate in the Mediternean as acting captain.

2525. Do you think that the 12 years during which you were lieutenant was a longer or a shorter period than gives an officer a fair chance of rising to the top of his profession?—Speaking for myself, I became a gunnery lieutenant when I had been two years a lieutenant, or under two years, and I went as gunnery lieutenant, to the flagship in the Pacific, and I remained there for the ship's commission; directly I came home I was sent to the Baltic; I was chosen to go as first lieutenant of a line-of-battle ship; during that time I had several offers to be made a first lieutenant of a block-ship, but I was not allowed to accept that; my captain said, "No, you have taken this, and you must remain." After the war, I was sent to the East Indies at the time of the mutiny, and I had been only a short time on that station when I was chosen by Commodore Watson to fill a vacancy which happened in his ship, and I became acting commander. Soon after I was made acting commander we went on some particular service, which injured Commodore Watson's health, and he had to be invalided. I then became acting captain of that ship, and I commanded her for six months, and then I came home. There had been some correspondence between Captain Seymour, Sir Henry Ward, and myself; the ministry was going out, and my business could not be inquired into, and I was sent into the Mersey as first lieutenant. I served 11 years out of the time that I was lieutenant actually afloat, and I think that I was hardlyused.

2526. Would you recommend an alteration in the system of promotion from the rank of lieutenant to the rank of commander?—No; I would not let a lieutenant be promoted to the rank of commander until he had six years' sea service, without having special service, such as gallantry in action, or some special service for which he was specially recommended to the Admiralty.

2527. Would you extend the period of sea service for all lieutenants before they should be entitled to their promotion as commanders?—Yes; I would extend it to six years' sea service.

2528. Might there not be many cases in which that would operate very detrimentally to the lieutenants?—Not if they were promoted for special service; they could be promoted for special service within six years, such as for gallantry in action or continually jumping overboard to save life; or if they had been brought before the notice of the Commander in Chief or the Lords Commissioners of the Admiralty continually.

2529. How many lieutenants would you think it right to keep on the Active List?—Not less than 1,200 under the age of 60.

2530. Do you mean 1,200 in addition to the sub-lieutenants?—Yes.

2531. You would not, therefore, approve of the suggestion contained in Sir John Hay's plan as to reducing the number of lieutenants to 700?—No; I think it is too small; at the present time 560 are employed in the ships; some are in harbour service, and if a war broke out we should have to man our gunboats; they would be commanded by lieutenants, and we should have to increase our fleet to double the number; I think so far from decreasing the number of lieutenants on board the ships I would increase the number. I think that everything depends upon the lieutenants of a ship; who assist the commander, their duty being to see that the duties of the ship are properly carried out. An instance occurred in the Crimean war of a ship going into action, and there was only one lieutenant on the lower deck of that ship. The first shot or shell took his head off; we know, without mentioning any names, what state that lower deck was in after that. I spoke to a captain yesterday, who told me the same thing, and he said further, that "were it not for the lieutenants I could not have got the night-work done in the face of the enemy."

2532. You would increase the number of lieutenants in the different ships?—Yes; now, in peace time, for the purpose of keeping them employed, to be ready in case of war.

2533. In giving your opinion as to the numbers, you do not confine yourself to a number which would be only necessary in a time of peace; but you take into account the possibility of a war breaking out?—Exactly.

2534. In referring to the rank in which you are yourself, the recommendation contained in Sir John Hay's plan is, that the number of the commanders should be reduced from 450 to 300?—Yes.

2535. Do you think that the service would admit of that reduction?—From what I have seen, by studying the service, I think that it would be 50 too few; that 350 would be sufficient for the work.

2536. Did you hear the evidence given by Captain Horton?—Yes.

2537. Did you hear him say that he thought it would be advisable that the principle of seniority, as well as the principle of selection, should now

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now be extended to the Commanders' List?—Yes; and I do not at all agree with that.

2538. Do you think the present system is a better one?—Yes; far preferable to that.

2539. Captain Horton's opinion was, that the principle of selection should be the rule, and seniority the exception?—Yes.

2540. You do not agree with that?—No.

2541. Coming to the rank above that, the captains, according to the suggestion in Sir John Hay's plan, their numbers would be reduced from 350 to 250?—Two hundred and fifty, I think, would be sufficient.

2542. To discharge all the duties required of the captains?—Yes; in time of war, if that number was not found sufficient, you would have a number of experienced officers who might be placed in that position; there are now only 106 captains employed, and it is difficult to find employment for them; that is, I believe that we feel almost that we would sooner remain commanders with the chance of continual employment, than go on the Captains' List and be shelved for four or five years.

2543. Do you think that continual employment is one of the paramount objects to which the Committee ought to look in any recommendation they may make for the Navy?—Yes, for the benefit of the service certainly, continual employment at sea.

2544. You stated, I think, that for lieutenants you would require six years' service, but you have not mentioned what you think should be required for commanders?—I think that four years should be required from commanders.

2545. That would increase the periods of service for both those ranks very considerably?—Yes.

2546. Would you increase the period of service in the rank of captain?—I should like to see it increased, but I do not see how, or by what means, or whether the Admiralty have it in their power of increasing it with any prospect of all the captains becoming admirals.

2547. Not if you reduce the number, as you propose?—No; at the present time there are only 106 captains employed.

2548. The rule as to promotion to the Flag List is seniority, do you approve of that?—I do not see how it could be well altered, it has gone on for so many years.

2549. Assuming that you confine, from necessity, or from any other cause, the rule of promotion as to the Captains' List to seniority, do you agree in the evidence given here to-day that, for special services in war, power should be given expressly to raise a captain to the rank of admiral?—No; I think that rewards may be given in the captains' rank for special services in war which would be adequate to those services.

2550. You think that retaining those rewards would probably cause greater satisfaction in the Navy, than if you promoted officers specially for distinguished services?—Yes.

2551. The principle of compulsory retirement is not extended to the Admirals' List at all; are you in favour of that principle being extended to the Admirals' List?—Yes.

2552. At what age would you retire an admiral?—I think that if an admiral reaches the age of 65, that after that age he is no longer fit for active sea service, for in a time of war his duties are very arduous: we have seen, since the Crimean war, that four commanders-in-chief have died, and I think that that is an example of the wear and tear to the mind and body in the case of those gallant officers.

2553. Would you retire all the admirals as soon as they attained the age of 65?—I would put them on the List of Admirals where they should be retained, and they could then be chosen to fill the post of commander-in-chief in the home ports.

2554. You would employ them after that age in the home ports?—Yes; and for this reason, that the electric telegraph now settles all questions from the Admiralty, and there they could be employed.

2555. You would retain them on the Active List, but not for sea-going purposes?—If they had served as admirals, I would retain them on the Active List for harbour service, and if they had not served as admirals, I would put them on the Retired List of admirals after 65.

2556. Would you retain the present distinctions, that is to say, admirals of the Red, White, and Blue?—No; I do not think that that is necessary. I was in the Baltic, and our admirals changed their flags there for the convenience of the service, and I think that the same thing could be done again.

2557. Would you retain the distinction between full, vice, and rear-admirals?—I do not see the necessity for it.

2558. You would desire that the admirals should remain on one Active List, and be selected by the Crown as acting under the advice of responsible ministers?—Yes.

2559. Do you think that the suggestions you have made are suggestions in which your brother officers of the same rank would generally concur?—I have not had many opportunities, from living in the country, of consulting with my brother officers upon this subject; but I think that in the main I speak according to the wishes of my brother officers on many points.

2560. For example, as to the principle of compulsory retirement on account of age?—Certainly, with an adequate retirement.

2561. Have you any observations to make to the Committee on the system of education for naval cadets?—Yes; I heard it stated, at least I understood it to be stated, that naval cadets had not improved from the course of instruction they had received in the "Britannia." As first lieutenant and commander of ships since the "Britannia" was instituted, I entirely dissent from that; I have found them much more intelligent, much more active, and much more zealous.

2562. Are you in favour of retaining the system of education in the "Britannia" as it is now, or should you recommend any alteration in that system?—I am in favour of a naval college.

2563. Almost all the witnesses examined before the Committee have said that it was necessary to have a training-ship attached to the college; do you concur in that?—Yes, certainly. One of the Honourable Members asked Captain Sulivan what ship's company he would put into the training ship, and he mentioned a few, he did not particularly state the number; but I maintain that that ship ought not to go to sea without a proper number of seamen being on board her. An instance occurred the other day of a Prussian instruction ship being entirely lost. She has disappeared, and nothing is known of her; and if such an accident were to happen to one of our instruction ships, we should never hear the last of it. I should be very sorry to take the command of an instruction ship, manned

manned entirely, or almost entirely, by boys; when I know that it takes the best seaman in a gale of wind, doing all he can do, to hold on aloft, and to handle the sails. I think that the boys ought to be instructed in fine weather, and that the ship should be properly manned.

2564. Mr. *Maguire.*] What proportion should the cadets in the training ship bear to the seamen, or the seamen to the cadets?—As to both, it would depend upon the amount of accommodation there was on board the ship. The number of cadets would depend upon the number of seamen on board.

2565. Lord *Clarence Paget.*] What you mean, I think, is, that you would make the care and safety of the ship depend upon the seamen altogether, without reference to the young officers?—Yes.

2566. *Chairman.*] When you had got a complement of seamen for that purpose, then you would put so many cadets on board to be properly trained?—Yes.

2567. Mr. *Maguire.*] Would you not consider it advisable to train them in the best possible way in order to meet any contingency, when the officers might be compelled to do the work of the seamen?—I do not think it very necessary for the officers, as Captain Sulivan stated, to be able to do the seaman's work; practically, a seaman as an officer and a seaman as a sailor are two different things; if we took a boatswain on to the quarter-deck, he would find a difficulty in putting the ship through various manœuvres, but if we put him into his own place he could show us things that we did not know before, and which it is not requisite for us to know.

2568. *Chairman.*] Some observations have been made with reference to warrant and petty officers, and the 10th proposition in Sir John Hay's plan is, "That the position of warrant and petty officers be improved, and many of the duties heretofore performed by sub-lieutenants and midshipmen be entrusted to those officers." Do you think that you could introduce that alteration advantageously?—I should not like to see that alteration made.

2569. You would prefer that the warrant officers and petty officers should remain as they are at present, and if you wanted additional hands to perform the duties of midshipmen, you would increase the number of the midshipmen?—When I came into the service, there were many mates in each ship who actually did all the internal duties of the ship, and they were the greatest help to the commanding officer; but that class has now almost disappeared from amongst us. I should propose that there should be a class of sub-lieutenants again on board ships in order to learn the manner of performing the internal duties of a ship, which it is very necessary they should know as commanding officers; and, moreover, those young men would be ready on the breaking out of a war to be promoted to the rank of lieutenants. When a young officer is promoted to the rank of lieutenant at 19, you cannot expect him to understand practical seamanship; he learns it afterwards; I learned it myself afterwards; but I think, if you retained the sub-lieutenants in their position for three years, and you then promoted them, that would increase the efficiency of the service, I should propose to make the number of sub-lieutenants 300.

2570. Then you would increase their number very considerably?—Yes.

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2571. Mr. *Ayrton.*] When you speak of sub-lieutenants, is a sub-lieutenant an officer attached to a lieutenant in a ship in the same way as a lieutenant is attached to a captain in the Army, with separate and distinct duties to perform?—No, he is not in any way attached to a lieutenant in a ship, except his being under him as circumstances may occur; a sub-lieutenant is a name that has been lately introduced into the service. Officers objected to the name of mate, which they were formerly called, and the Admiralty gave them the name of sub-lieutenant, and on board line of battle ships they do the duties and take charge of the decks; they are answerable to the commanders for the state of the decks; they are next in position to the lieutenant in a watch, that is to say, they keep the forecastle watch, and in small ships they do the duties of the officers of the watch.

2572. Will you be good enough to state what you understand to be the grievances and the dissatisfaction felt by the officers in the rank of commander with the present system of promotion?—Grievances existed some years ago in the navy, but they have been gradually redressed, and promotion at the present time is going on steadily. I do not hear officers of my own standing complain that they have not been promoted so quickly as they deserved. Every naval officer grumbles, but it is not necessary to say that he has been ill treated; he thinks himself so.

2573. Is there any general dissatisfaction with the great inequality that exists in the relative ages and standing of officers of the rank of commander, as far as you know?—When officers are promoted by political interest, who have had no service, nor done any special service to entitle them to be promoted, there then is great dissatisfaction expressed in the Navy; but if officers are promoted for any gallant deed, if they have been only one year (or even only one day) a lieutenant, no one expresses any dissatisfaction.

2574. Sir *William Miles.*] Assuming that you keep up the list of lieutenants to 1,200, and the sub-lieutenants to 300, do you not think that by so doing you will be liable hereafter to the same impediments which have taken place so much in the Navy of late years, and that Orders in Council will be necessary occasionally to thin the numbers?—No, I think not; 800 of the lieutenants should be under 40 years of age and ready for sea service, the remaining 400 would be available for the coast defences, and they would do the duty which is required to be done in our harbour ships.

2575. If there are now only 539 employed, do you think, taking into account the great surplus that you would have out of the 1,200, that you would have the means of employing them, so as to keep them in active service without increasing the number of the lieutenants employed on board men of war during peace?—No; I would not employ any lieutenants in active service at sea above 40; but those below 40 I should endeavour to employ constantly on sea service.

2576. With regard to the number of the cadets, have you determined in your own mind the number that should be entered annually for a peace establishment?—That cannot be regulated except by the appearance of the list; the number of the lieutenants and sub-lieutenants would

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would regulate that; it must vary every year with the deaths and the casualties.

2577. I understood you to say, that you would have the training ship, before she went to sea, thoroughly manned with sailors, some cadets being put on board; but of course that would not give the cadets the necessary amount of exercise and instruction at sea, unless you increased the number of the training ships?—I think it would require two training ships to carry out any system.

2578. How many cadets would you send on board those two ships?—As many as could be found room for.

2579. According to your system, would two training ships carry out as many cadets as would be necessary to meet the exigencies of the service?—Yes, I think so; they would carry out 100. I see in the Duke of Somerset's memorandum that 200 cadets are entered every year, and I think that the two training ships would each carry 50 cadets, and they should be continually exercised in fine weather as seamen aloft, and in every way.

2580. *Chairman.*] With regard to the masters, would you do away with them?—That is such a very important point; for I have found the advantage of the masters, that I do not feel myself qualified to speak upon it.

Martis, 19° *die Maii*, 1863.

MEMBERS PRESENT:

Mr. Ayrton.	Lord Clarence Paget.
Sir Francis Baring.	Sir John Pakington.
Mr. C. Berkeley.	Mr. Scourfield.
Mr. Dodson.	Sir Harry Verney.
Sir James Elphinstone.	Mr. Walpole.
Mr. Finlay.	Sir Henry Willoughby.
Sir John Hay.	

THE RIGHT HON. SPENCER H. WALPOLE, IN THE CHAIR.

Commander GEORGE HENRY PARKIN, called in; and further Examined.

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2581. *Chairman.*] THE Committee are informed that there are two parts of your evidence that you wish to correct?—Yes; first, with regard to my answer to Question 2572. I was afraid that the Committee would labour under a wrong impression as to what I meant by the dissatisfaction that is felt in the Navy, and I wish now to state that the dissatisfaction felt now in the Navy is with respect to the present system of retirement and pay; the system of promotion, as I stated before, is now giving much greater satisfaction to officers than it did formerly; but the system of retirement and remuneration for their services does cause great dissatisfaction in the Navy.

2582. A greater amount of dissatisfaction then may be attributed to the conditions of the retirement, on half-pay, of officers on the Active List?—Yes.

2583. The other correction that I believe you wish to make in your evidence is with reference to the age of retirement for commanders and lieutenants?—Yes; I stated that all officers ought to be retired; that is, captains, commanders, and lieutenants, at the age of 60. I do not suppose that commanders would be fit for sea service, nor that lieutenants would be fit for sea service, at that age. I think that the commanders ought to be taken off the Active Sea Service List at the age of 50, and that the lieutenants ought to be taken off the Active Sea Service List at the age of 40. Those two classes of officers, commanders at 50 and lieutenants at 40, would then be available for harbour service until they reached the age of 60, when they should be retired.

2584. Supposing they did not obtain their promotion of commanders before the age of 60, and the lieutenants before the age of 40, would not that cause fresh dissatisfaction in the Navy, that they were forced to retire without getting their promotion?—We do not suppose that we can all get our promotion in the Navy; we feel that there are some of us who cannot be promoted, who will not be fortunate enough to be placed in positions which will gain them their promotions; but we think that an adequate retirement would then repay us for our services at a certain age.

2585. Would there not be a danger that you would by that means increase the dead weight very materially?—I think not. I do not see how the service is to be carried on without a dead weight; but I think that it would not be very materially increased.

2586. Is there any suggestion that you would like to make to the Committee in addition to those with which you have already favoured the Committee?—I wish to say that I think no officer should rise in rank, even where he was retired, unless he had had sea service in the rank that he previously held.

2587. Lord *Clarence Paget.*] Practically, then, when an officer was once put on the retired list of his rank he would remain so until he died?—Certainly. If an officer is a commander, and he has no sea service as a commander, and he retires on account of his age, he is to be retired as a commander.

2588. Mr. *C. Berkeley.*] But supposing he has had sea service in the rank of commander?—Then it shonld be a subject for the First Lord's decision.

2589. Sir *James Elphinstone.*] Is it not considered a grievance in the service that the time during which a commander commands a ship should not be allowed to count as time towards his flag?—I have never heard that objection mooted.

2590. *Chairman.*] Have you anything further to suggest to the Committee?—Nothing more.

Captain JAMES A. PAYNTER, R.N., called in; and Examined.

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2591. *Chairman.*] ARE you on the Active List of Captains in Her Majesty's Navy?—Yes.

2592. How long have you been on that list?—I was promoted in the year 1854; in the early part of that year.

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2593. Will you state to the Committee at what dates you obtained your different steps of rank in the Navy?—I entered the Navy in 1826, but I was under age, and had to remain a year before I could pass. I joined a line-of-battle ship at Plymouth, and I remained on the Mediterranean station for a couple of years, until the ship was sent home in consequence of being very seriously damaged in an action. I passed in 1833; and served as gunnery officer in two ships as mate. I was wrecked in the "Tribune," in a heavy gale of wind; and, finding that I could not obtain my promotion, after being about six years a mate, I left the service and went to America.

2594. When did you rejoin the service?—About a year afterwards; and I did so at the request of some friends, who informed me that if I would come back to the service, my professional career should not be stopped. I was promoted that year; and joined as gunnery lieutenant the flag ship of Sir Thomas Cochrane, fitting for the East Indies. I remained with him during the whole period of his command, but for only four years and five months as lieutenant. I was promoted in consequence of what the Board thought proper to consider distinguished services; that is to say, the Commander in Chief having represented to the Admiralty that on several occasions I had behaved well in some operations which the Commander in Chief undertook in Borneo, the Admiralty promoted me in the year 1846.

2595. How long did you remain a commander?—I remained a commander nearly eight years; I commanded the "Gorgon" for four years in the Pacific, and two years after I paid her off, I was promoted to the rank of post-captain.

2596. Having gone through all the different ranks in the Navy, up to the rank of post captain, are you of opinion that the system of promotion during that period was satisfactory, and was generally so considered in the Navy?—14 or 15 years back, I think I may reasonably conclude, from the many promotions that took place then, that professional friendship and political influence had a good deal to do with promotion and employment in all ranks; but since that period there has been, in my opinion, an unquestionable decrease in the exercise of that species of interest.

2597. Are the selections which are now made by the Board of Admiralty considered, upon the whole, to be much freer, both from personal and political influence, than they were before?—Yes, I certainly think so; I consider there has been a gradual decrease in what may be called political or Parliamentary interest, to push officers on. I do not say that officers do not get promoted occasionally from that cause, but I have no right to challenge the selections which are made by the First Lord of the Admiralty, because, in eight cases out of ten the promotions which I have seen on the list, have been the promotions of officers of good, fair, and valuable services.

2598. Speaking as to the present time, should you say that the selections that are made by the Board of Admiralty are, generally speaking, made upon grounds of service and merit?—I think there has been a great disposition on the part of the Boards of Admiralty, of late years, to select for employment and promotion, only those officers who have rendered fair and good services. There are instances, unquestionably to the contrary, but which I do not think I am called upon to state.

2599. At all events, the objections which you say existed to the system of promotion 14 years ago, have been so much diminished as to lessen the dissatisfaction which was formerly felt?—Yes, both by the late and by the present Board.

2600. With regard to the service which is required from the different ranks before they can be promoted to higher rank, are you satisfied with that period of service, and do you think that any improvement could be made in it?—I have always held the opinion that the promotion of a sub-lieutenant to the rank of lieutenant should be never less than after two years' servitude, and I would prefer three years, for this reason, they have to pass their examination to qualify for a lieutenant when they have only had about four and a half years' service, and the majority of them never know the working of a lower deck or the duties of an upper deck mate, and have not had, except in particular cases, the means of ever keeping a night watch at sea. Now, if a mate had two or three years' service, I believe there is no admiral or captain afloat but would strive to obtain for that young officer the means of improving his professional education during that period.

2601. I believe that at the present time there is no specified period of service for sub-lieutenants?—None.

2602. You would suggest that it should be three years?—That is my own opinion as a serving officer. I served under a distinguished officer, Sir William Martin, and I used to discuss the case very often with him; he was for promoting immediately; but I think it would be a very serious affair if it was done, and especially if the officer was lieutenant of a line-of-battle ship in a fleet, in bad weather.

2603. Would you increase the period of service that is now required of a lieutenant before he was promoted to the rank of commander?—He now only serves two years; I would increase the period to three years, and I would endeavour to secure the promotion of lieutenants, of course, for actual service at sea.

2604. When you speak of three years, do you mean three years' sea service?—I would not count one day in a harbour ship; that is to say, an officer appointed as a lieutenant should serve in a sea-going ship, by which I mean a ship, the commanding officer of which might, at any moment, receive an order from his senior officer to weigh and proceed to sea.

2605. Having stated the length of service that you think would be advisable for the ranks of sub-lieutenant and lieutenant, would you extend the period of service for commanders?—Yes, certainly I would; I would extend the time, at least to two years, and that period should be in a sea-going ship.

2606. It is now one year, I believe?—Yes.

2607. In all the observations that you have made, you mean by the word "service," sea-service?—Yes; I would not allow an officer, if I had the power of promotion, to be promoted, who had stuck in a harbour-ship, except it was a gunnery-ship. A man must get his education as a gunnery officer, and his time should count at college for steam; for that is educating a naval officer for the two most important duties of his station, as steam officer and gunnery officer; those two classes should, of course, receive

ceive their full time, because they are educating themselves for the higher duties of the service, and they should meet of course with proper encouragement.

2608. With regard to the ranks you have already mentioned, the promotion depends, does it not, upon a selection?—Yes; from the rank of mate to that of post-captain.

2609. Do you see any reason for making any alteration in that system?—Certainly not; on the contrary, I am entirely in favour of appointments by selection, up to the rank of captain.

2610. Would you in any way increase or alter the period of service required from captains?—I think that six years is a fair time for a captain to count for his active flag, but I do not understand the distinction as to war and peace; for certainly a man has to do his duty in war, and he has to do his duty in peace. If he is merely going under a battery by signal and knocking away at a fort, as a matter of course he must do that; and if he did not do it he would be shot; and therefore I say, whether in peace or in war, unless he is a man of distinguished service, six years' service should be the least time, unless he had done something like Sir William Hoste, or Sir William Peel. I would make no distinction because a man weighs his ship in the presence of an enemy by order of his commander-in-chief; I would make that go for nothing, and leave his time to the Board for consideration.

2611. If I understand you rightly, you would leave a discretion in the Crown to promote captains for special services, but the rule should be the other way?—Yes. I do not say the Admiralty should not have the power of selecting officers for distinguished services; but the idea of a man counting war services simply because you had a Russian war, is wrong, for an officer might be all that time in a home appointment, rising every day and knowing exactly where his ship is; I think it is ridiculous to lessen time on such conditions.

2612. For special or distinguished services you would leave with the Admiralty the power of promoting an officer to higher rank?—Yes.

2613. The captains succeed to the flag list by seniority?—Yes.

2614. There commences the distinction between the system of promotion; in the ranks below that, the system of promotion being by selection, and in the ranks above, the promotion being by seniority?—Yes.

2615. Do you approve of that distinction?—Yes, but only to the rank of vice-admiral.

2616. It has been stated before this Committee that there is no reason why a distinction should be made between the different classes of Admirals, but that all of them should be treated alike on the Active List, with a power in the Crown to select any admiral from that list for active service; do you agree or not with that?—I certainly wish to retain three distinct classifications, of full Admiral, Vice Admiral, and Rear Admiral. I would do away with Admiral of the Fleet, because I do not know what it means. All are Admirals of the Fleet; I could understand Admiral of the United Kingdom, because there is a Rear Admiral of the United Kingdom, and a Vice Admiral of the United Kingdom. If there were 10 full Admirals promoted by the Board of Admiralty by selection (for I would stop promotion by seniority at the Vice Admirals' List), it would enable the Admiralty to promote officers for very distinguished services, who had not arrived at a period of decay, say 70 years of age, under certain conditions of service; but they should all have distinguished themselves in high commands, have fought battles, or they should have been great administrators. I would leave the selection of that number to the Board of Admiralty; it would operate as a great inducement to the Vice Admirals to serve. I believe it would be a high honour conferred upon our service if those officers had the rank and social position of the Admirals of France. An Admiral of France is a Marshal of France, he has his bâton; his portrait is put up in the Luxembourg and he is a man who at court takes very high rank and position; but our Admirals take no such position, nor is any precedency allowed them.

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2617. Having given the Committee your opinion upon the system of promotion through the different grades of the service, will you be good enough to state whether you are favourable to the principle of compulsory retirement in the Admirals' List on account of age?—My impression is, that because I hoist my flag instead of my pennant, the natural process of decay does not stop, and when a man arrives at the age of 65 or 70, although he may, in his own opinion, or in the opinion of some of his personal friends, be still an efficient officer, yet I think the nation has a fair right to judge upon that question. I think the nation would not consider an officer of that age so efficient as a man in the prime of his manhood, that is to say, take the Admirals' List from 45 to 65.

2618. At what age would you retire a rear-admiral?—At the age of 65.

2619. Would you make no difference between a rear-admiral and a vice-admiral, as to the age at which you would retire them?—Yes.

2620. At what age would you retire a vice-admiral?—At the age of 70; provided he held no appointment that was suited to his position, I think the age of 70 a fair age, but in case of war it must be left to the discretion of the Board of Admiralty to employ younger men.

2621. In giving the opinions which you have given to the Committee, has your attention been directed solely to what you consider the good and efficiency of the service?—Certainly; I have no personal feelings whatever, inasmuch as I recommend that captains should retire at 60, whether they have served their time or not; that unquestionably touches me personally, because if we go on in this rapid progression to the rank of admiral, I certainly shall not be an admiral for 12 years, and then I shall be past the age, although I have served my time.

2622. Are your opinions founded upon this, that the good of the service would be promoted, or are they partly founded on this, that the flow of promotion by a system of compulsory retirement would become more steady, and perhaps more rapid in the other lists?—I think by compelling retirement, the flow of promotion to the higher ranks would be steadier, and a greater advantage would be given to efficient and active officers.

2623. You would consider, probably, that employment was most beneficial in order to secure a thoroughly efficient navy?—I consider employment absolutely necessary. I look upon that as a *sine quâ non*, an officer should be employed, and that cannot be done unless you make the

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lists more manageable, either by reducing the number by retiring the men who have not served, and by placing on the Retired List a body of officers who, from age and infirmities, can no longer render good service to the nation.

2624. Have you formed any opinion as to what should be the proper number of officers for each of the different ranks in the service, having regard not merely to the requirements of peace, but to the requirements of peace and the possible contingencies of a war; would you reduce the numbers, and, if so, in what proportions?—The impression that I entertain as to reductions in the Navy List, has been derived from reading naval history, and I find in 1793, when the great war occurred, we had only 55 admirals on the Active List, 267 captains, 167 commanders, and about 1,300 lieutenants.

2625. Do you think we can draw any just comparison between 1793 and 1863?—Yes; by running up the list to 1816, and taking an average. I think from 1793 to 1816, except with partial intervals of peace, it was one great naval war; the number of admirals, even through all that great war, was never more than 167 active officers. I believe in 1816 there were 241 admirals and 800 captains; there were the same number of commanders, and 4,000 lieutenants; but I do not think that is any criterion; the actually great war ceased after 1805, or after the battle of Trafalgar.

2626. Do you think you can draw a just comparison between the year 1793 or 1792 and 1863, as to the requirements of the navy in the year 1863, considering the larger number of possessions belonging to the Crown now, than belonged to the Crown before the breaking out of the French revolutionary war, with reference to the number of officers required for the navy?—I think yes, for we were employed during the war in taking those colonies, and now we have only got to keep them; I think that 70 admirals therefore would be quite enough for the efficiency of the active list in peace and in war.

2627. You would fix the number of admirals at 70 for the active list?—Yes; and I think there should be 10 full admirals, perhaps not always 10; but there should be 10 if the First Lord of the Admiralty thought proper to promote them from the Vice Admirals' List; I would keep the list at 10; the remainder should be for the active service of the fleet.

2628. The number of the captains being 350, do you think you could reduce that number advantageously to the service?—Yes.

2629. To what number do you think you could reduce them?—I think for every requirement of the service, in any war that the country is likely to engage in, they might be fairly put down at 300, at the very outside.

2630. What is your opinion as to the number of the commanders?—I would have them certainly not more than 300. In the old war we never had so many commanders as captains; they were always below the number on the Captains' List, by sometimes 100; but now they are 100 in advance; I think 300 captains and 300 commanders would meet all the wants of the service in time of war, assuming that we had 100 sail of the line.

2631. Lord *Clarence Paget.*] In the days just referred to, was it not the case that the ships did not bear captains and commanders?—Yes.

2632. Therefore the wants of the service in proportion would be greater now with respect to commanders?—We have always such a large list of unemployed commanders even now, that I think we could fit out a fleet of 30 sail of the line, and leave a surplus for contingencies.

2633. *Chairman.*] Would you still be inclined to reduce the Commanders' List to 300?—Yes; speaking of it as a national question without reference to individuals.

2634. What, in your opinion, should be the number maintained on the Lieutenants' List?—I have seen lately the number on the Lieutenants' List is placed at 700, but I think the Lieutenants' List ought not to be below 1,000.

2635. Your opinion is, that it is quite essential to keep up a large number of lieutenants?—Yes, certainly, and I would give them no half-pay; I would have first and second classes, keeping them constantly employed; and when they came home after three or four years' cruise, they should have six months' leave on full pay; then they should go to the barracks or join a ship, or be employed as the Admiralty thought proper; but they should have no half-pay.

2636. Taking the strength of the Navy as it is now, do you think you could find employment for 1,000 lieutenants?—Many of them would be employed in active service, in the mail packets, transports, and in the coast guard service; that would take off all the older men of the age of 50 and upwards; but would still leave a good body of active, smart, intelligent young fellows to perform the duties of a lieutenant of a ship; I think myself, although of course I am expressing only the opinion of a serving officer, that our line-of-battle ships and larger frigates are under-officered at the present time, seriously under-officered; I will take line-of-battle ships; I would give a commander and seven lieutenants to each of them in time of peace.

2637. What are the numbers now?—Six, and I would increase that number by one. Looking at the duties of the lieutenants, the first lieutenant generally assists the commander in the duties of his office; he arranges his station bill, his watch bill, and keeps an account of the boats' crews, and attends to the decks and many duties; he is therefore not considered a watch-keeping officer. The gunnery officer is generally exempt also from watch keeping, leaving but four lieutenants to perform all the heavy duties of the ship; and if one of them is sick, the duty must be done in three watches; and there are many minor duties which they have to perform, not known to non-seagoing officers.

2638. By increasing the number of lieutenants in ships of war, and by employing them more in the transport service, the mail-packet service, and in the coast guard, you think that you could find employment for 1,000 lieutenants?—Yes, I presume so; but that is a question which the Admiralty could only decide. I think I could find employment for 1,000 lieutenants on full pay, allowing one-third of them to be on leave.

2639. Should you be surprised to hear that it has been stated before this Committee that from 400 to 500 lieutenants are as many as are required for active employment at the present time?—I dare say there are not more than 500 lieutenants actively employed now; but if the country were on the eve of a war, it would become necessary for the Admiralty to put more ships in commission, and these officers could then be, if it were necessary, drafted from the ships in commission.

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In the French line-of-battle ships they have more lieutenants than we have; and in a good honest fight, as a matter of course, you must expect to have more than half your officers killed or wounded, and you must not leave the decks in command of sub-lieutenants.

2640. Have you served much with the French Navy?—Very little; I have been on the coast of Syria with them, in the Pacific, and, occasionally, on other stations with them.

2641. Are you sufficiently acquainted with the French Navy to know that more lieutenants are employed than in our Navy?—Yes; they have a lieutenant, I think, to every 100 men; and that would give the "Exmouth" eight lieutenants.

2642. Looking to the sole questions before this Committee, which are promotion and retirement in the Navy, and considering those questions with reference to the good of the service, have you any other suggestion to offer to the Committee?—I think that the compulsory age retirement which I have mentioned is necessary; compulsory age retirement for captains and all lower ranks at 60; whether an officer had served his time or not, I would put him on the Retired List, unless he happened to be at that actual period of his life serving, then there should be a discretionary power in the Board of Admiralty to supersede him or not. I can mention one instance which occurred a quarter of a century ago, when it would have been an act of injustice to the service if a captain at that age had been removed from his command. It would have been a wrong done to the service if that officer had been superseded at the age of 60. I allude to the officer who was in command of the first ship I went to sea in; he was a very efficient old officer, and a man of judgment.

2643. Your opinion is that a system of compulsory retirement should be introduced on account of age, and that if an officer was in active service at the time, you would leave the Board of Admiralty to determine whether he should be continued in the service or not?—Certainly.

2644. Lord *Clarence Paget.*] You say that all officers should be compelled to retire at the age of 60?—rear-admirals at 65, vice-admirals at 70.

2645. Would you draw any distinction between those who had served and those who had not served in their rank?—No; I should say, as a rule, that you should discharge from active service all officers in my rank who were 60 years of age; because there are a number of other men who have not served their time, and the great object is to reduce the lists within manageable limits, so that an officer should have a fair chance of obtaining employment.

2646. Would you make any distinction between an officer who had not served and an officer who had served fairly; or would you put them both in the same category as to rising in rank afterwards?—I think they should rise in rank as they do now; for instance, I should be sorry, if when I am retired to the Reserved List, I had not the means of rising to the rank of vice-admiral, provided I had served my time; but not unless I had served my time.

2647. Then you would give to those captains who had served their time this advantage, that they should be eligible to rise to the rank of vice-admiral?—Yes, as they are now, but not to full admirals.

2648. But those who had not served their time should not so rise?—No; I should, as at present, give them their rank of rear-admiral; I am not quite certain whether the scheme of Mr. Harvey or that of Sir John Pakington would be more just; but if an officer had served his time, and for the benefit of the service and the reputation of the Navy in a time of war, it was necessary that the older men should go off the list to give way to younger men, then I think it would be a question whether he should not, as he rises to the rank of vice admiral, receive the vice admiral's half-pay. Nothing can keep me, if I can push my way to an admiral's flag before the age of 60, from my full admiral's rank; if I can run my age against others, I shall get of course my half-pay as full admiral, my half-pay as vice-admiral, and my half-pay as rear-admiral; officers who have served their time, I think, should have the advantages which they have at present, but they should retire at 60.

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2649. I presume that you mean if a captain had served his time he should rise on the Retired List to the various grades, he should not come back to the Active List in the same grade; but he should rise in the various grades as retired grades?—I think I have already stated that; and simply on the condition, that when an officer is worn out in the service he gets retired on a pension.

2650. You have stated that in your opinion 1,000 lieutenants is the number that is required for the service of the Navy?—Yes.

2651. You stated likewise that you thought 300 captains and 300 commanders are the utmost numbers that are required?—Yes.

2652. If the Lieutenants' List was put at 1,000, and the Captains' and the Commanders' List at so low a figure as you have put it, do you think that the flow of promotion would be as satisfactory then as it is now, taking into account the 70 admirals?—That would make 670 appointments or ranks open to 1,000 lieutenants, and when it is remembered that a great many of those lieutenants would be invalided, and many of them probably never be selected by the First Lord for promotion, I think it would be leaving a very fair margin, by which to provide for the natural expectations of all the younger officers to rise to the higher ranks of the service.

2653. The present state of the list is this; there are about 800 lieutenants, 450 commanders, 350 captains, and 99 flag officers; the promotion, therefore, is satisfactory; but if you reduced the Flag List to 70, the Captains' List to 300, which would be 50 less than it is now, and the Commanders' List to 300, which would be 150 less than at present, and you increased the Lieutenants from 800 to 1,000, do you think that that would produce a proper and steady flow of promotion?—When I am called upon to give evidence upon points connected with the advancement of naval officers, I must first of all consider that it is my duty to take into account the wants of the country, and afterwards to consider the wants of individuals; I think with the numbers I have mentioned there would be a fair and equitable flow of promotion for all active, intelligent, and able officers; there is at the present time a great want of employment for captains and commanders, but that is necessarily so, because the List is perfectly unmanageable; and, however desirous the Admiralty may be to employ officers, I will defy the Admiralty to employ them, unless they think fit to double their numbers in every direction; therefore, unless the list becomes reduced, I

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do not see how it is possible for any Board of Admiralty, or for any set of officers, to re-arrange the lists. There should be a roster of officers for constant employment, and a roster of officers coming on for it; the lists should be reduced by retirement or by deaths, or by retiring officers with no services; and I believe in the course of a few years you would get the lists down; but until you do get the lists down, we shall be always in the same dreadful mess for want of employment for the young officers who are in the service; at the present time, I know personally several officers who are full of zeal, full of energy and activity, who have the greatest possible desire to serve, but who cannot serve, because they cannot be appointed to ships of a certain class. If the Pelican class, and all the larger steamers, were given to the junior post-captains, and if all the commanders were given those appointments which are now held by lieutenants commanding four guns and upwards, I think you would make virtually a clearance, and you would have a body of officers in constant employment whom you could always push on in a time of war to the higher class ships. I know one officer who told me after his promotion to the rank of captain he did not see any chance of obtaining employment for three or four years; but he would readily take the command which he had just left as post-captain, and that was a gun vessel.

2654. I understand you to say that you would in a time of peace desire to see captains employed in vessels to which commanders are appointed, and you would also wish to see commanders in vessels to which lieutenants are appointed?—Certainly; not for their own individual benefit, but for the benefit of the service. An officer who is constantly knocking about in the Channel, or upon a foreign station, is a far better man for service in a time of war than a man who is always kicking his heels about in a club.

2655. Have you any suggestions to make to the Committee as to any other means of employing officers of the ranks of captain and commander, for it is in those ranks, I believe, where the shoe pinches?—Yes; but it pinches in all ranks. Admirals, captains, and commanders are all, I think, in the same boat. I would insist upon admirals being employed, and if they did not think proper to accept employment, I should retire them, and the same with the captains. I would not allow an officer to give an opinion as to whether he should go to this station or that; he should go—a vice-admiral, or a rear-admiral, or a captain, or a commander; and if an officer was offered an appointment by the First Lord, and he thought proper to resign it, he should go to the bottom of the roster, and should not be offered employment until it came to his turn again.

2656. It has been suggested that the officers in the British Navy might be employed in the reserve, as the French officers are, under a system called a Commission de Port. Do you think that officers would prefer that to remaining on their half-pay?—Yes, certainly they would; but whether the Chancellor of the Exchequer would approve of it is a different thing, but it would be desirable.

2657. I am speaking of the desirability of employing officers, and I am asking you whether, in your opinion, they could be usefully employed in a time of peace other than in the command of ships at sea?—If you had half of them on the admirals', the captains', and the commanders' list employed, their average period of service is three years and six months. I think that even now, by giving a few additional commands to the different ranks, you could employ at least one-half, and the other half would only be resting on their oars until, by exchanges or by retirements, or the commissions of officers being terminated, they would have an opportunity of being employed.

2658. Do you think that the discontent which is said to prevail in the Navy may be mainly attributed to the non-employment of those ranks?—Among the active lists of officers, certainly; of course, almost all officers desire to be employed; their great grievance is that they cannot get employment; they are struggling for employment at the doors of the Admiralty, and the doors of the Admiralty are closed against them, not so much from a want of desire to employ them, and I am not speaking now of one Board of Admiralty more than another; but it is impossible for the Board of Admiralty to employ all officers in peace time, unless they can reduce the lists. I think it would be desirable, even at a little additional expense, so to arrange that all officers should obtain employment, and simply for this reason, they should be sharp, good, and clever tools when the country called upon them to fight in the naval defence of the country. If you think proper to keep an officer seven, eight, and nine years unemployed, he will not be worth anything, I am certain, for the first year of his service afterwards.

2659. Sir *Henry Willoughby.*] You stated that after the year 1805 you might almost have called it a peace establishment; after the battle of Trafalgar. Do you know the number of pennants that were flying in 1814?—I think there were of cruisers, not harbour ships, 590; and there were about of what were called line-of-battle ships, 100 sail of the line; about 90 frigates; and that was the whole; but in the year 1814 we had no enemy worth speaking of.

2660. It was thought necessary to have ships afloat, and you could not call that a peace establishment?—No, not a peace establishment; certainly not; but I think it might have been a peace establishment, for all the enemies we had to fight.

2661. Am I right in concluding, from the evidence you have given to the Committee, that it is your opinion that the promotions have been much too numerous ever since 1815; that is, that the number of officers promoted to the rank of captain and commander were far beyond the number for which there was any reasonable chance of providing employment?—I think so. I should presume that the list of naval officers at that time was encumbered by a great many names which the Admiralty of that day would never think of employing again; they were promoted probably for war claims.

2662. Whatever dissatisfaction may exist among the officers in the Navy, would you attribute it mainly to the fact that on the Active List there have been constantly a number of able men who have been baulked in their advancement, and particularly in obtaining employment?—Yes; and I think that my evidence throughout has tended to that. The list is unmanageable as to numbers, and therefore it is impossible to find employment for all the present ranks. There are 350 captains, 450 commanders, and 99 admirals; and I do not see how the country is to find employment for them.

2663. You consider that the numbers are much too large?—Certainly, for the wants of the service either in peace or in war, supposing a naval war with France, for instance.

2664. That is a matter entirely to be dealt with by the Executive Government of the country; the numbers are determined by the Government of the day?—Quite so.

2665. Therefore any change of that kind must be effected by the action of the Executive Government?—I fancy that all improvement that is likely to take place in our service, must be effected either through the action of the Executive Government, or by the House of Commons.

2666. Have you formed any calculation as to the average number of promotions to the rank of commander, which take place in the course of a year?—No, I think the number has varied very much; there have been many more promotions in one year than in another; 56 in one year.

2667. Assuming that there were 1,000 lieutenants, 300 captains, 300 commanders, and 70 admirals, are you quite clear, so far as the lieutenants are concerned, that that would not again cause the same difficulty, and from the very same cause, the number of the lieutenants being greater than could possibly be advanced in the service?—I do not think it possible that every officer in the rank of lieutenant could or ought to be made a commander; many of them would be probably invalided, and many of them would prefer constant employment in the transport service, coast guard, or in the mail packet service, officers who had families, and who could not afford to go upon half pay, many of them would be too far advanced in age, say, 50 years old, for the Admiralty to think it worth while to encumber the commanders' list with that class of officers. I believe 1,000 lieutenants would find ample employment, and there would be a reasonable expectation on the part of the active and intelligent officers that they would at last rise to the rank of commander and captain, because there are 670 appointments for the 1,000.

2668. Are you satisfied with the system pursued in the nomination of cadets; the power of selection, as we have been told, being with the First Lord of the Admiralty, admirals and captains?—I am not exactly aware of the system that is pursued at the Admiralty in placing a youngster on the list of cadets, but I think the following plan would be very fair and very proper: if the parents of a youngster wrote to the Admiralty to say they wished him to be nominated as a cadet, the Admiralty should reply to them, saying that on a certain day the boy should come up and pass his examination, he should be examined in whatever they thought proper to examine him in, and he should be examined in the common education of a boy; he should be able to pull, to swim, and partially to rig a ship, he should be, in fact, trained by the public schools of the country up to a certain extent, before he received a professional education. When before the examining Board, the best of those youngsters by marks should be selected for entry into the service, of course, restricted to the sons of gentlemen, for I should be very sorry to see the Navy of this country officered by any but the sons of gentlemen who were able and willing to afford, in the earlier part of their career, a fair allowance to enable their sons to dress and to live like gentlemen.

2669. Did you say that you would make it a condition of the entry of a cadet into the service that he should have received a previous education in some public school, and then that there should be something in the nature of a competitive examination before he entered into the service?—Yes.

2670. How would you limit the number of the entries?—That must depend entirely upon the wants of the service; an actuary could always tell the Admiralty the possible number of cadets that would be wanted by looking to the number of officers on the list, and the ages of the officers. I should think 150 or 160 cadets, or from that to 200, would be an ample number.

2671. Am I to understand that by the course you propose, you would take the power of direct nomination out of the hands of the executive authorities?—I would give to the Board of Admiralty the advantage of selecting, after a public examination, the officers whom they might think proper to select; but there might be a great many, say 300 or 400 boys, to be examined, and I should leave, of course, the selection to the First Lord of the Admiralty, of the number required.

2672. That is as to the number?—Yes.

2673. But not the parties?—Suppose 300 came up for examination and passed, and the Admiralty only required 100, the names should be sent to the Admiralty, and then the Admiralty could do as they pleased. I assume they would select them with a due regard to the wants of the service, and to the professional claims of their parents, whether they were in the army, the navy, the church, or the law.

2674. Sir *James Elphinstone.*] You would make the education of cadets similar to that of young men entering the army?—Certainly; I would have no charity education.

2675. The present education is a charity education, is it not?—Perfectly so.

2676. The consequence is, that pressure is put upon the Government by political adherents, which must make the service, whatever the Government is, only open to the adherents of the Government?—Or professional friendships.

2677. Is not that the case now?—Yes, I fancy so.

2678. At what age would you like to see a young man join a sea-going ship?—I would not send a boy to sea to do duty under a captain or a commander, or to receive directions from a lieutenant to go in charge of a working party, or of a boat until he had reached the age of 15. When at the age of 14 he had passed a proper examination, I should then say to him, "Now, you are about to enter the service of your country; you will receive an education in your professional duties which you could not receive at a public school," and that education I should give to him at a naval college, to which I should attach training ships; but he should have received his education beforehand. He should be instructed in rigging, gunnery, steam, and all those duties which I think most essential, and not be learning his A. B. C., or working out a simple equation which he ought to have learnt at school.

2679. Up to the age of 14, you think that he ought to be educated at one of the great public schools?—Yes. I would infinitely sooner take an Eton, Harrow, or Westminster boy, at the age of 14, than at the age of 12.

2680. What course of training would you prescribe for a young lad?—As soon as he left the naval college he should be drafted into a sea-going vessel;

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vessel; and, if possible, he should be employed in three different classes of ships. I should say that he should first be put into a line-of-battle ship; then into a large frigate, and then into a corvette; that, I think, would meet the wants of the service; that is to say, in the first year or so he would be amongst a body of young officers, and he would be looked after by one or two lieutenants; as he grew up to manhood he would go into a frigate, when he had passed his intermediate examination; he should then, if possible, go into a corvette for a year and a half, and during that time he would keep an officer's watch.

2681. Then you would promote him to the rank of sub-lieutenant?—Yes; after undergoing a proper examination in steam, gunnery, and navigation, I would make him a sub-lieutenant, and keep him at sea for three years, as a rule, before I promoted him.

2682. At the present time, the junior officers in the Navy have little or no leave?—The lieutenants and sub-lieutenants have this leave; as soon as they are paid off from their ship they are sent about their business on half-pay; they may go to Scotland, or to Ireland, or to France, or wherever their friends are, upon 4*s.* and 5*s.* a day; and remain there until they apply for employment, or until the Admiralty think proper to appoint them. I think that is the present system, and I think it is a very injurious one.

2683. Would you not rather lengthen the period of service, giving them a reasonable amount of leave on full pay?—Yes. I should not put them on half-pay at all.

2684. At the present time I believe that a young officer, in his first 10 years' service, would probably not have more than from three to five months' leave at different periods?—I should say not.

2685. He would become a stranger to his friends?—I think it essential, for the good of the service, that those young fellows should be kept constantly employed, but with a reasonable amount of leave when they come home; that leave should be given to them by the Admiralty, and they should go away on full pay, and not be considered on half-pay at all; because, if an officer is retired as a lieutenant on account of wounds or services, it is a case for the consideration of the Admiralty whether he shall be retired permanently.

2686. In cases of officers being invalided, are they discharged on half-pay as soon as they come home; take, for example, an officer invalided from China with fever, or from the coast of Africa, is he discharged on half-pay and sent home to his friends, or does he draw his full-pay during the time that he is incapacitated from service by sickness?—He is re-surveyed when he comes home; then he is told to make his appearance at the Admiralty when he considers himself well, and probably they limit his period of suffering to so many months; but he is sent about his business to all intents and purposes on half-pay, although he may be dying from dysentery contracted in the rivers of Borneo.

2687. If you fix the Lieutenants' List at 1,000, how would you deal with those who are out of the service, and who cannot obtain reasonable promotion, because there must be an end to the time when they would be capable of service; what rule would you apply to those men whom it was not possible to promote?—If they are never to be employed again I think they should be retired to a certain extent, with the condition of having their sea-time to count for pension; that should be allowed to them; there should be a regular scale, and I think it would be a good plan if Parliament voted every year a sum of money to enable them to be sent out of the service altogether. A man, who has his half-pay of 5*s.* or 6*s.* a day, if he has foolishly married, may have two or more children, and it is mere beggary. I think an actuary would be able to tell the country what the value of that half-pay was; and I believe in many cases a poor fellow would be glad to receive the value, be scratched off the list, and the service have nothing further to do with him. I think that might be carried out to a considerable extent. I know many officers who would be delighted to go on 15 years' purchase of their half-pay, whatever it might be; there are many poor fellows who are now struggling with difficulties, and who ought to have gone out of the service long ago; they are only encumbering our list; some of them having, perhaps, six or seven children and a wife to maintain. It would be a great advantage to the service if Parliament voted them a certain sum, to be regulated by an actuary from some insurance office.

2688. As I understand, by that plan you would very materially clear the lieutenants' list, it would be a mode of getting rid of lieutenants after the country had received from them a certain amount of service, by giving them a bonus?—Yes.

2689. With regard to the commanders, it is very frequently the case, is it not, that they have an opportunity of serving in important positions for many years as commanders; but when they obtain their captain's rank they have a difficulty in serving the necessary time to qualify them for a flag rank?—It is so.

2690. Are not commanders very frequently on the coast of Africa employed there, sometimes, for years at a time as senior officers on different portions of the coast, during which time they have a squadron under their orders?—Yes; and not only on the coast of Africa, but on other stations; commanders are constantly employed upon duties connected with their professional career, on most important duties; I therefore think it fair to that class of officers that half the time a man has been employed as a commander should count towards his flag time; that is to say, suppose a commander had served eight years as a commander, he should count four years sea-time; he would only have then to serve two more years to place him on the list of admirals; I can give as an instance, myself. I commanded for four years, and during nearly the whole of that time I was doing duty as senior officer; I could not have done more if I had been the captain of a line-of-battle ship, or a commodore of the second class; I was employed in the Pacific for some years, and I had very responsible duties to perform; I was blockading a coast 100 miles in extent, there was a very great surf running, and it was very dangerous navigation, the coast was very badly surveyed; and I consider that the responsibilities of commanders under such conditions are very often greater than those of captains, and there is no comparison between the responsibilities of a commander of a ship at sea, and those of a post captain in a harbour. Every night that the post captain goes to bed in these home appointments, he knows where his ship will be in the morning; but how many commanders know where their ships will be the next morning? they must

must make allowances for drift in squalls of rain and snow, and on the coast of North America these things will put any energetic officer to his best to keep his ship clear; a subordinate officer in command for four or five years I think might fairly lay claim to have some consideration for his services when time has to be counted for admiral's rank.

2691. Is it not practically also the case that ships that are commanded by commanders are frequently commanded by post captains?—Yes, certainly.

2692. What was the name of the ship that you commanded?—The "Gorgon;" I took her as commander, but Sir Charles Hotham had her before.

2693. As post captain?—Yes.

2694. Sir Charles Hotham's time in the "Gorgon," counted for his flag, while yours in the "Gorgon" did not?—Yes; my four years' service as a commander was thrown away, so far as anything counts for flag time; but fortunately I have served for my flag, and therefore it is a matter of perfect indifference to me.

2695. Many men are not so fortunate as you have been. Do you consider it just to officers that they should serve in that way as commanders, and lose the whole time for their flag?—Certainly not; it is very unjust, but it is the rule of the service, and of course it must be altered if we are to count the time. Commanders are often placed in positions in which they have very arduous professional duties to perform, diplomatic duties; duties in which they have very often to control and check the civil servants of the Crown, and prevent them from rushing into difficulties. In many instances, I have had to check consuls from getting us into trouble, and therefore the time of commanders should be fairly taken into account.

2696. Did you not go to sea in the "Genoa"?—Yes.

2697. She was an old 74, of 1,740 tons?—Yes.

2698. You commanded the "Racoon"?—Yes; she was of 1,462 tons.

2699. How many lieutenants were there in the "Genoa"?—I think we had seven.

2700. How many lieutenants had you in the "Racoon"?—I had three, and I applied for a fourth.

2701. Of what tonnage was the "Revenge"?—I think the "Revenge" was much of the same tonnage as the "Exmouth," about 3,100 tons; she was 3,108.

2702. You had very nearly double the tonnage of the "Genoa"; how many lieutenants had you on board of the "Revenge"?—Only six; and as a rule, one was always on the list, so that I never really had more than five lieutenants, and for a long time I had no sub-lieutenant.

2703. How many mates were there in the "Genoa"?—Their name was legion; I think we must have had 10 or 12.

2704. How many midshipmen were there?—I think about 20.

2705. How many mates had you in the "Exmouth"?—None.

2706. How many midshipmen?—I think we had at one time, although I am not quite positive, 12 or 13.

2707. Did you not find it difficult to carry on the duties of so heavy a ship with such a restricted number of officers?—I consider that every line-of-battle ship in Her Majesty's service, and every large frigate of the size of the "Curaçoa," has been under-officered; fearfully under-officered if we had to fight the Frenchmen. I had only six lieutenants, and two of them were constantly removed from the active duties of the ship; that is to say, the first lieutenant and the gunnery lieutenant having special duties to perform, I was left with only four, and one of them I could fairly count upon as being on the list from sore legs or coughs contracted in the night watches; still four was the only number I could call upon for all the duties of the officer's guard, for the purpose of drilling the men on shore, or attending to their guns; they also had to attend to their divisions. I made every officer work his chronometer and his day's work every day, and I consider those officers were all navigators; quite independent of those duties, they had to keep their watch; there were generally three watches, and the only way in which I could relieve those officers was by infringing the rules of the service, and I gave the day watches to midshipmen, or to the second master, or to the master's assistant; in harbour I invariably gave them an opportunity to go down to their dinners, and I gave the charge up to the midshipmen of the watch.

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2708. In a ship of that size the spars and the rigging, and everything of that sort, are proportionately larger, are they not?—Yes, the main yard of the "Exmouth" was about 107, and in the "Genoa" it was about 92.

2709. The stores and ordnance, and the whole furniture of a ship, have increased in a similar proportion, have they not?—Yes.

2710. And yet it is the fact that you had a smaller establishment of officers in the "Exmouth" than was considered necessary in the "Genoa"?—Certainly; the captain himself of the "Genoa" was a very old and distinguished officer, upwards of 60 years of age, and I remember that he set us a most wonderful example when he went into action. He dressed himself as if he was going to a wedding; he put on silk stockings, new buckles, and a new coat; he hung round his loins a sword which had been given to him by Prince William, and he went out to fight a great battle, and he fell in that battle dressed as if he was going to his bride. That officer had under him seven lieutenants, and I know one of them had never been to sea for 15 years; he did not know how to tack the ship, and I have seen the old man come out at night on deck and do it for him; but he would never put that officer under arrest, and try him by a court martial.

2711. Do you consider eight lieutenants too many for such a ship as the "Exmouth"?—No, I consider that there should be one lieutenant to every 100 men, and that would give ample opportunity for all the officers to be constantly at work instead of sticking in harbour.

2712. What is your opinion as to employing post captains in the coast guard after being employed for a certain time at sea; I mean in the position of coast guard commanders?—I would sooner employ them in the coast guard than not at all; but I should prefer to employ them in a way that would keep their sea legs on board; what we want is employment that shall make them good sharp tools for the public service when a war breaks out; they should not be knocking about in the clubs, any employment is better than that.

2713. Mr. *C. Berkeley.*] Are you aware whether there is any difficulty at the present time in lieutenants getting employed?—I think

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that the difficulty is in the non-employment, as a rule, but that I attribute to the fact of there not being enough of them.

2714. In reply to one of the questions of the Chairman, I think you said that about 12 or 14 years ago the promotions were not very satisfactory; do you wish to add anything to that reply?—I think to a certain extent they were made as I have said; it is an objectionable thing for an officer giving evidence to be putting in his own case; but I was eight years a mate, and that, I think, is a pretty good proof; post captains were constantly writing for my promotion, and one captain thought proper to say, when on his defence, after the ship had been wrecked in a gale of wind, that I was an officer who deserved promotion, but no notice was taken of his recommendation by the Admiralty; I had at that time a little grievance, and the grievance went to such an extent that I went into the back woods of America instead of remaining in the service.

2715. I wish to have your opinion more particularly as to the captains and commanders who were promoted about 14 years ago, and whether you think they were satisfactorily promoted or not?—I think, as a rule, we have had a gradual decrease in the number of promotions from personal friendship, private intimacy, or political patronage; I think there has been a gradual decrease in those promotions. I acquit, to a certain extent, all Boards of Admiralty for giving employment or promotion to officers whom they did not conscientiously think deserved it. A man may think his own personal friends are the finest officers; and it is natural for a man, when he has the power, to give them good berths.

2716. The promotion of captains to flag rank is now rather slow; that is to say, captains are a long time on the Captains' List before they attain flag rank. Can you give to the Committee any explanation of the cause of that?—I should say it is from the over-crowding of the lists.

2717. And so many officers becoming qualified?—Yes; there are many officers now coming forward who are qualified for flag rank; but that, I think, is an advantage to the service. All I say is, that the lists are perfectly unmanageable at the present time, if the naval service is to be considered as a great national establishment, and not as a means of putting on the list a body of officers who look only to their half-pay or their retirement as a means of subsistence.

2718. If commanders were allowed to count part of their sea-time as qualifying them for flag rank, would not that increase the difficulty?—In getting to flag rank, of course it would; but I have nothing to do with that; that is for the Admiralty to decide. I say it is an act of injustice that commanders who have served faithfully in all parts of the world, and who have been placed in positions of very great responsibility, should be debarred from counting one day of that time towards qualifying them for flag rank. As I said before, four years of a commander's employment in the command of a ship should count as two years, and also that commanders of line-of-battle ships should have the same advantage; whether that would crowd the list of captains who expect to get their flag rank is a matter I cannot consider. I have already stated in my evidence that I have personally spoken against myself. I have served my time; but I say, whether I have served my time or not, I think the service would do better to get quit of me when I am toothless, and in want of an oculist and a hairdresser, than if I was young and in the prime of life.

2719. Mr. *Ayrton*.] You would limit the list of officers to the requirements of the service?—Yes.

2720. Allowing, of course, as part of those requirements, a reasonable amount of leave for each officer from active employment at sea?—Yes. If you could get that principle established, it would be a very desirable one.

2721. That appears to you to be the only remedy for the difficulties which have so long embarrassed the service?—I think the list is perfectly unmanageable in its present form, it is utterly impossible for any First Lord of the Admiralty, however anxious he may be, and I believe they are all anxious, to give us employment, because we are too many.

2722. If your view was carried out, no question would arise as to the employment of officers, as they would all be employed?—You must consider the efficiency of the officer, as well as the officer himself; the nation wants smart, intelligent seamen, and not a lot of men who are always discussing their grievances in club-rooms. The nation wants an officer who is at any time ready to go into active service, and who knows what it is; a man who can take his ship into the Channel and fight her; and who, as a seaman, could bring a ship into port as a prisoner. All these things must be fulfilled under certain conditions; and those conditions are constant employment. If I want a good cook, I do not get a man who has not been in a kitchen for 10 years.

2723. You have stated that you approve of selection in promotion from every rank, except promotion from the rank of captain to the rank of flag officer?—Yes.

2724. Will you explain upon what grounds you make the distinction in the promotion from the rank of captain to the rank of flag officer; why should there be no selection there whilst there should be selection for promotion for every other rank?—For this reason; it must rest upon the responsibility of the Board of Admiralty, and the Board only, what officers they may think proper to select from the rank of sub-lieutenant up to the rank of captain; and we have a right to assume, in the administration of that high office, the officers who are appointed by the Crown will select only those who are the best qualified in their different ranks; assuming that to be the condition of all appointments (and I believe it has lately been so, with rare exceptions), it is the undoubted right of those high officers to see their nominations shall get fair-play in the service. I think it is a very discreditable thing if the First Lord of the Admiralty appoints an officer that he thinks in his conscience is an unqualified one; it is a great discredit to his high office, and a most injudicious appointment; but having selected an officer, and assuming that he is the best man, I say it is almost an insult to that high officer if he finds, year after year, the officer whom he has nominated, thinking he was the best, cannot get employment under other Boards of Admiralty. It would be far better, in my opinion, if we could get a roster, laying down certain conditions upon which the selections of the First Lord should be made, and that we should take the chances of the service, provided we were found efficient and willing to serve.

2725. The point upon which I am desirous to obtain your opinion is this; if the principle of selection

selection is to be admitted in promotions from every rank in the service, except that of promotion from the rank of captain to that of rear-admiral, will you explain to the Committee why you make that exception; on what ground should it be made?—I think it would cause a great deal of dissatisfaction to a large body of officers who had attained high rank; for, looking to history, I do not know any, with the exception of two or three, who could claim such vast superiority over their brother officers, that they should go from the Captains' to the Admirals' List. I think, as the First Lord of the Admiralty has selected, in his opinion, the best officers for the rank of post captain, unless for some very distinguished services, and there the Crown can step in now as before, it would be much fairer to go by seniority; having once attained the Post Captains' List, and assuming, as I said before, in the selection of officers for that list, the different Boards of Admiralty have selected the best men.

2726. Would you approve of a certain amount of selection from the rank of captain to that of admiral?—Yes; for example, I would have promoted Sir William Hoste, and I would have promoted Sir William Peel. I think the whole service have admitted that in the latter they had a brilliant officer, although he did not win his laurels as a great sea captain, but as a gunnery officer. I believe there is not one officer in the service who would not have been glad to have seen that man placed in the distinguished position of an admiral of the United Kingdom, for his brilliant services, and the same with Sir William Hoste; they are exceptions.

2727. I understand you to propose that officers, after they have attained a certain position, should be placed on a retired list, in which they should have increased rank and increased emoluments as a reward for their previous services. What is the precise amount of service that you think an officer ought to render to entitle him to be placed on a list where he will obtain increased rank and emoluments without rendering any further service to the country?—I consider that all rear-admirals who want promotion to the rank of vice-admiral, should have commanded a squadron for at least two years. I think that that should be a *sine quâ non*; if they had not served at sea in command of a station, or in command of a squadron, they should remain on the list of rear-admirals until, from increasing age and infirmities, at the age of 65 they ought to be retired; and the same with regard to vice-admirals. I consider that a vice-admiral unless he was an officer who had rendered distinguished service, such as commanding a fleet in the Mediterranean, the West Indies, or the Pacific, should remain there and not be promoted by the Admiralty to the rank of full admiral. I could mention 10 or 12 admirals who have earned the rank of full admiral, and who should remain on that list till the age of 75.

2728. Is it your opinion that any service in the rank of captain should entitle an officer to be placed on a retired list in which he was to obtain further promotion and further emoluments, with the understanding that he should render no further service to the country?—I think if a post captain served for six years in the command of a sea-going ship, not a harbour ship, a ship which at any moment was ready to weigh its anchor at the signal of the senior officer and to go to sea, that that would be a fair and reasonable time; I would scratch out of the Navy List the four years' war time. In the Russian war there was a body of officers, very useful officers, who were quietly employed on stations where there was no probability of seeing a shot fired, and those men have now got the advantage of only serving five years.

2729. You think that if an officer had served the Crown for six years as a captain that would entitle him to be placed on a list in which he was to receive increased promotion and increased emoluments, with the distinct understanding that he was to render no further public service?—If he was unable to render any further service I think that would be a fair time.

2730. Can you explain to the Committee succinctly what is now considered to be the grievance on the part of captains in the Navy as to promotion and retirement?—I think there is a certain amount of dissatisfaction in the minds of officers of my rank with reference to the Order in Council of 1860; that is to say, that it ought to have been prospective. I think when officers were placed upon that list, they entered it with a certain claim. I do not say it is to be admitted by the country, but when they got upon that list they had a claim, whether they had served or not, as soon as they went to the top of the tree, to receive their rear-admiral's rank and 25*s.* a day. They have naturally said, "It is not our fault that we have not been employed; we have asked for employment, but the wants of the service are such, and the list is so unmanageable that the Admiralty have been obliged to refuse our services; and one of them might say, "I have crept up in consequence to the top without ever having hoisted my pennant in command of a ship of war, but that is not my fault, that is the fault of the country or the Admiralty for not employing me; that has been a grievance all my life, and it is a still greater one if I am placed on the list with 18*s.* or 1*l.* a day, instead of 25*s.* a day." That has been, I believe, the principal ground of dissatisfaction on the part of officers of my rank as to that Order in Council of 1860. I quite agree that we should retire at 60; only I would have gone a little further.

2731. When you say that that Order in Council should have been prospective, do you mean that the pension should be settled from year to year?—No, only as to the number of officers then upon the list. I do not know when the Order in Council issued from the Admiralty, but I think it was in August 1860; but it seriously injured the officers who were upon that list, and who probably had no intention of seeking employment; they could not get it; they had been 10 or 15 years without it, and it would have been an act of folly on the part of the Admiralty to employ them; therefore they trusted to gradually creeping up the list, and when they came to the top that they should be able to retire on 25*s.* a day. Those officers, I think, are the only officers who should find fault; none of those who are coming on to the list now ought to find fault at all.

2732. *Chairman.*] Are the captains upon that list who had reason to find fault on the grounds you have mentioned entirely removed from the list now?—No, certainly not. No officer would be removed off that list unless he was of the year 1860, down to the Order in Council. When the Order in Council emanated from the Board, it, of course, was retrospective; it took in, then, all the officers who were officially serving, and who were to retire under certain conditions. I think

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think the few officers I have spoken to have all mentioned as the principal grievance the Order in Council of 1860 as to their own rank; the right of the Admiralty to make conditions was never mooted.

2733. Mr. *Ayrton.*] You have spoken of promotion by selection, but you did not explain what you meant by selection; whether it was to be by the Admiralty on the ground of merit, or whether it was to be selection as is now practised in the Navy. The Committee have been informed that appointments are made without consideration of merit?—I think that many appointments which have lately been made by the Admiralty have been questionable; but it is not the fault of the Admiralty, for I believe they would only be too glad if Parliamentary influence could be abolished altogether; they must do their duty without being pushed into a corner; but they have been unable to do it. I think, however, there has not been anything like that feeling with regard to waiting for Parliamentary interest, or waiting for personal friendship to place officers on the list as there used to be.

2734. When you speak of selection, do you or not intend to include the present system of selection? — As I am asked the question, I think there are many appointments that might reasonably be challenged; for example, I would certainly not appoint to any steam-ship, not caring what the officer's claims were, any officer who had not qualified for steam. I would never give an officer a commodore's pennant who had not served his full time in a sea-going ship. I would never give an appointment to the coast guard; in fact, I would give no home appointments whatever until an officer had served his time at sea; they should be the rewards for good sea services.

2735. Would you give to a naval officer the right of nominating their near relations to appointments, and of promoting them, wholly regardless of the merits of other officers?—Certainly not.

2736. Are you not aware that that is a system which has prevailed in the Navy to a large extent, and that it has caused the greatest inequality in the promotions to be found in the service?—That has been one of the great causes of the list being so unmanageable; but with reference to my own case, I can conscientiously say that I have obtained my promotions from the Board from the time I was a lieutenant till I became post captain, without having the slightest intimacy with any member of the Board, or ever asking a Member of Parliament to get me promoted; in my own case I can say certainly that I was promoted by the Board without the slightest political interest being exerted.

2737. You did not, I presume, contemplate such a system as that when you spoke of selection?—I say the Board of Admiralty can only do it by selection; it is unavoidable; men try to get their relatives on; but I should, of course, like appointments and promotions to be given only to those men who deserve them from merit.

2738. Do you think that the just claims of officers, resulting from their seniority, should give place to mere selection, on grounds extraneous to the public service?—Speaking of the promotions and appointments as a great principle, that is to say, to get the best officers, unquestionably nothing but merit should advance an officer, and we must presume that merit has led to the promotion of officers to a certain extent. No doubt there is a proportion of appointments and promotions given, and if they were fairly looked into, it would be found that better officers might be selected to hold them; but that will be the case, I suppose, to the end of the world, and you will never get such an Utopian system into our service under any circumstances.

2739. Mr. *Scourfield.*] Speaking from your own experience, have you any suggestion to make as to the position of the masters in the Navy?—I am not one of those officers who are altogether prepared to do away with the masters. I think they are a very valuable body of officers, under certain conditions. I must say if a master is put into a ship to navigate her, because the captain does not know how, that that is a great crime and a folly; but to do away with the duties of master would be a very serious evil to the service. I think there must be one man whose sole attention should be given, on certain conditions of service, to the control of the ship in pilot water. When blockading ports, the captain cannot always be on deck, nor the commander; the officers relieve each other; and it becomes necessary to have a man whose sole duty it is to calculate with accuracy, and to assist the captain in the navigation of his ship in currents and in thick weather, or close to sand-banks in thick fogs; I think the captain would be sorry to part with the services of his master; not that he is not capable of conducting his ship himself. In the "Exmouth" there was not a single lieutenant, I believe I may say, from the master's assistant up to the lieutenant there was not one who could not navigate the ship. I only had to say, "Mr. So-and-so is upon the list; you take charge of the chronometers; and you take charge of the ship under me;" and they would have done it. They took their sights at different times; generally one attended the master in winding up his chronometers, and they either took the time for each other, or one of the midshipmen took it for them. It is not because a master is absolutely necessary, but because there are certain circumstances in which a ship may be placed that would require his services; for instance, I could take the "Exmouth" into the Piræus; but if I had been unwell, I should have had perfect confidence in the master that he could put her in, not because I could not have taken her in, but if I was sick the commander had other duties to perform. The master has nothing to do except to examine all the charts, to see that the remarks of the hydrographer are carefully carried out, to see that the public stores are properly expended, and to assist the captain in the navigation of the ship night and day. I think, therefore, I would retain the class of masters still on the list, but they should be highly educated at Greenwich school.

2740. Mr. *Dodson.*] When you say that selection should be made according to merit, must it not be particularly in a time of peace, when officers have not special opportunities of distinguishing themselves, often very difficult to measure the comparative merits of different officers?—No; I think a conscientious commander in chief would invariably give to the Admiralty his opinion of an officer under his command, and if that opinion was highly favourable, I think that it ought to go a great way towards inducing the Admiralty to select him; but if a man in command of a ship has been proved to be an incapable man, and you always know the incapable men of a fleet, it would be very injudicious on the part of the Admiralty to employ that man again.

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2741. Must not this case constantly happen, that there is one vacancy to which the First Lord can promote an officer, but for which, perhaps, half a dozen or more officers are equally eligible?—If you could only get the list in a manageable condition, I think a roster divided into three classes could go on just as well for appointments as the list of colonels of artillery; if an officer refused an appointment, or was sick, he should go to the bottom of the list, and there await his fair turn again. I believe if a fair roster was kept by the Admiralty it would do away with continual begging, and save the Admiralty a great deal of annoyance. For commodores' appointments, appointments to gunnery ships, appointments to training ships, and all those appointments that require a certain specialty, officers should be selected by the Board; but, as a general rule, I should say it would be much better if the Admiralty could get clear of the officers by a regular roster, and say to an officer, "That is your ship, your appointment, that is the command you will have;" and it he thought proper to refuse it, then he should go to the bottom of the list and wait for his turn again.

2742. If I understand you rightly, in the case of a vacancy where there was no one particular officer who could be selected on account of merit, in preference to half a dozen others, you would select the senior officer for promotion, and consider that a fair way of dealing with it?—Yes, provided there was nothing against him, and he was a fair working officer, and had received on more than one occasion, as a good and efficient officer, the approval of his commander in chief, who, after all, is the only judge.

2743. Assuming the merits of officers to be equal, you would then promote the senior one?—Yes, on the Captains' List, to the rank of rear-admiral; but he should not be a vice-admiral until he had served for two years in command of a squadron.

2744. Sir *Francis Baring.*] You were made a lieutenant in 1841?—Yes; I became a commander in 1846; I was made in the charity promotion of 1841, when a great many officers of my rank were brought in.

2745. You stated that you were eight years a mate?—Nearly eight years.

2746. Was that not at the time when there was a considerable number of old mates in the service?—There were, I believe, a large number of officers in the service of that rank, and a man was generally considered lucky if he got his promotion in five years; but I went as a gunnery officer, and tried hard to get my rank; three captains who are now admirals, tried in vain to get me on to the Lieutenants' List, but they failed; I was ultimately promoted in 1841 from being one of the senior mates of the service.

2747. After that, I believe, you had considerable employment in the Navy?—Yes.

2748. The mates were serving a very short time before they were promoted; that was carried too far, was it not?—Yes; I think that the promotion is too rapid now for efficiency; I believe it is from one year and a half to six months.

2749. It was less than that at one time?—Yes.

2750. Sir *Harry Verney.*] You referred to the great importance of officers being employed; should you approve of lieutenants acting as naval instructors?—Certainly, if they were qualified.

2751. I mean in the place of naval instructors?—No; I think when the naval instructor is sick, the master is perfectly well qualified to assist the youngsters in getting their education in navigation completed, and that is another reason why I would not do away with the list of masters. In my own case, I was for a long time without a naval instructor, and during that period the master became the instructor; I could not have employed a lieutenant, because he had other duties to perform, which, for the efficiency of the ship, I considered more necessary to attend to than the education of those youngsters when I could get a well qualified officer for the duty.

2752. I am supposing that a lieutenant passed a certain examination to qualify him to become a naval instructor, and to do away with the naval instructor, of course giving an extra lieutenant to a ship?—You would then take him away, I presume, from the active duties of his lieutenant's appointment; and I think you would do rather harm to the lieutenant himself, for he would be unable to attend to his gun drills, and to his rifle drills; it would be a heavy tax upon him to keep his night watch, or do duty as guard officer; unless an additional officer was given to a ship, I think you could not do without a naval instructor.

2753. I am contemplating the addition of an extra lieutenant, and to qualify him to become a naval instructor, in the same way that a gunnery lieutenant becomes qualified for that post. Do you think that would be a better system than the present one of having a naval instructor on board a ship?—As I said before, if you gave this appointment to a lieutenant, he would, unquestionably, be not so well qualified to handle a ship as his brother officers; and therefore I would rather retain the naval instructor on board ship, or the master in the absence of the instructor, than give it to a lieutenant; but I would increase the number of lieutenants throughout all the ships, because I think we are under-officered for a great battle; I am certain of it. I felt that in the ships in the Mediterranean fleet. If we had had a conflict with the French fleet, I believe before a quarter of an hour had elapsed, I should have had hardly a lieutenant to command a battery, because I had not got them. I had no mates, and no midshipmen to speak of; and therefore I consider we are under-officered.

2754. You have referred more than once to the want of good surveys on the coasts where you have served; do you think there is a want of surveying officers in the Navy?—I think we should have that class of officers, and that surveys should be going on constantly all over the world.

2755. Do you think that there should be a separate surveying service in the Navy?—Yes; to be filled by officers who had passed a very high examination, and who should have a certainty of promotion.

2756. In the case of a war breaking out immediately, how many surveying officers do you think are now qualified to be sent as surveying officers with a squadron?—I believe there are several; I can see half-a-dozen that are attached to each survey; there are several on the Australian station; there are five or six on board the commodore's ship, at Woolwich, the "Fisguard;" I believe there are more or less on the coast of North America, as surveying officers; and I think there are quite officers enough in the Hydrographer's Department now of the rank of commander, lieutenant, and master.

2757. I understood from your evidence that you

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you had paid considerable attention to the scientific attainments of lieutenants?—Yes.

2758. Have you known many instances in which officers have been promoted on account of their scientific attainments?—In many cases.

2759. But among naval officers generally?—Yes, certainly.

2760. Their scientific attainments have led to their promotion?—Yes, very often; I was only four years a lieutenant, and I consider I should not have been promoted, unless I had been gunnery officer of the ship. I attach the greatest importance to young officers passing an examination in steam, gunnery and mechanics.

2761. Would not naval construction be greatly improved if there were more men of science in the service?—I think there are several officers in the Navy who, if they were asked to lay down the lines of a ship, could do it; but as to the form of a ship, that is a matter at this moment causing considerable inquiry, and I think we might fairly leave the construction of our Navy to the talent which the country possesses in its shipbuilding departments all over the kingdom. We could get as fine lines laid down for our ships of war, certainly as the French, without asking a single naval officer his opinion about the construction. If the Admiralty sent out for tenders on certain conditions, I believe that before 24 hours were over, they would have half-a-dozen first rate designs.

2762. Those tenders would come from regular shipbuilders, not from scientific naval officers?—They might come from them too; we have now a very scientific officer, one of our ablest officers, at the head of the construction department of the Navy, Admiral Robinson, and it would be a very desirable thing if one or two of our highly educated officers were assisting him.

2763. Have you found that very good seamen come from the training brigs?—Excellent; I think I may say fairly from the experience I have had of them that the petty officers and seamen are now better than they have been for many years.

2764. Should you recommend that the system of training brigs should be increased?—Yes, in every direction and in every port. I would have captains for the training ships of every port.

2765. Then those training brigs would provide further employment for naval officers?—Certainly.

2766. Can you suggest anything for the improvement of the efficiency of captains in the Navy?—I think myself, that the appointments made at the Admiralty are very good. One or two officers have spoken to me with regard to a chaplain general; but I do not see that such an appointment would be any advantage. I would let that rest with the Admiralty.

2767. Lord *Clarence Paget.*] You have stated that there was a class of captains who felt that the Order in Council of 1860 bore hardly upon them, inasmuch as it was not their fault that they had not served?—Yes.

2768. How do you reconcile that with the recommendation made by yourself and a great many other officers, that there should be a distinction made between officers who are retired and who have served, and those who have not served?—I was only speaking with reference to that class of officers who immediately feel it a grievance, that their claim (if you consider it one) to rise to the 25*s.* List, and the position of a rear admiral without serving, should be influenced by that Order in Council. The Order in Council was in August 1860; and you take the Navy List and say, that a certain number of officers shall be indulged in their reasonable hopes. Officers on the 14*s.* 6*d.* List shall be excluded from that rather stringent measure; now I cannot understand why the 14*s.* 6*d.* List should be excluded more than the 12*s.* 6*d.*, or the 12*s.* 6*d.* more than the 10*s.* 6*d.* List. If it is an injustice in the one instance, so it is in the other, to make the rule partial. I think that is a cause of dissatisfaction. If you had boldly said, "I do not care what your feelings are, it is a necessary thing for the service, you shall retire," there would not have been so much dissatisfaction.

2769. Do you say that the hardship upon the officers on the 10*s.* 6*d.* and 12*s.* 6*d.* Lists consisted in the fact that the officers on the 14*s.* 6*d.* List were excluded?—I say yes, that it was a grievance; all officers who came under the operation of the Order in Council of 1860 had a fair right, I think, to represent their case to the Admiralty, on the ground that as they were made post captains for their services, those officers would consider it a hardship to go upon the 18*s.* 6*d.* List. I think the 10*s.* 6*d.* go upon that, and the 12*s.* 6*d.* List upon 1*l.* a day.

2770. You propose to retire officers at the age of 60?—Yes, whether they have served their time or not.

2771. That must have a retrospective action, must it not?—Yes, certainly.

2772. You have stated that in your own case, when you arrive at a certain age, you think you ought to be retired?—Unquestionably.

2773. You have likewise stated, that if you had served, you ought to advance upon the Retired List?—Yes.

2774. And if you had not served you should remain as you were, and not advance; that, I believe, was your evidence?—Yes, and it is so now; I think it is so in the plan of retirement of Sir John Pakington, and in Mr. Harvey's plan, that an officer should rise to flag-rank and flag-pay, as a retired officer, if he has rendered good and faithful service as a captain; but if he has not served (although it may not have been his fault), he should retire on his rear-admiral's pay, and his rear-admiral's rank, and not rise to the rank of vice-admiral or full admiral.

2775. You have stated that the non-servitude of officers is not their fault, and therefore it is very hard to punish them for not having been employed, when, as you have stated, they have besieged the doors of the Admiralty for employment?—Yes; I think you must be one of the best judges of that yourself.

2776. You consider, whether a man has applied for employment or not, that there is a distinction between officers who have not served, and officers who have served?—A distinction, and a grievance on the part of officers who have not served.

2777. *Chairman.*] Why should the mere accident of an officer not having had the advantage of serving prevent him from rising in rank, when an officer, who has had the good fortune to serve, is allowed to rise in rank on the Retired List?—I think the nation must be considered as well as the officer. I do not think an officer who has not served for 20 years is entitled to advancement on the Retired List, in the same manner that an officer is who has served, although it may not have been his fault.

2778. Sir *John Pakington.*] You have stated that you think the list of lieutenants should contain as many as 1,000. In that 1,000 lieutenants should

should you include the officers serving in the coast guard?—I would divide the list of lieutenants into two classes; the first class should unquestionably be those who were employed in the coast guard, and in the transport and mail services. I fancy that those services would probably take about 150 or 160, and the remainder should be for the service of the fleet. As I have already stated, they should be constantly employed, and there should be no half-pay for them.

2779. You are, no doubt, aware that various recommendations have been made to this Committee with respect to the number of lieutenants which it is desirable to have; but, of course, that question turns very much upon the other question, whether officers serving in the coast guard are to be included or not; and, therefore, when you state that in the 1,000 lieutenants you would include coast guard officers, it would very much reduce the number that you would think necessary, if they were excluded?—I think that 850 should be kept on the list; 850 active officers, because there are above 500 or 600 lieutenants now employed.

2780. What number of active lieutenants would you retain on the list, irrespective of the coast guard and packet services?—I should be inclined to state exactly what I stated before, that 1,000 lieutenants would be ample to meet all the requirements of the naval service, including the coast guard, mail service, and transport service. I should employ more in order to get employment for old officers whom I should not think proper to promote to commanders.

2781. At what age should the lieutenants compulsorily retire?—I have stated no age, but I think for the active duties of the fleet, to be under the orders of a commander, or a captain, I should be very unwilling to have an officer in a ship over the age of 50.

2782. You think it is desirable to draw the line, with respect to compulsory retirement for lieutenants, at the age of 50?—For the active duties of the fleet. They should then, I think, go to the first class, and be employed in the mail packet service and transport service until the age of 60.

2783. Drawing the line at 50 years of age, and excluding the officers in the coast guard and packet services, there would not be a difference of above 100 between what you recommend and what is suggested in Sir John Hay's plan?—I do not know what that plan is; but I think, if I mistake not, Mr. Harvey's plan is to have 700 lieutenants. I should say certainly that 900 lieutenants would be ample for the fleet, because you have 300 sub-lieutenants; and that is the number I think ought to be employed in the service. In a time of war you would always have the means of putting at once on the Lieutenants' List at least 100 of those sub-lieutenants.

2784. You spoke just now of a charitable promotion about 20 years ago; why was that called a charity promotion?—Because it brought in all those officers who would never have been promoted by professional influence working at the Admiralty, by personal friendship, or by political interest.

2785. I presume that those old officers were the result of over-crowded lists?—Yes.

2786. In the course of the last 20 years have there not been a good many charity promotions?—Yes; looking at the term charity in more lights than one.

2787. Do not you consider the result of the Order in Council of 1860 to have been practically a charity promotion?—I think that an effort was made to relieve the list of very excellent old officers, but who were, as a rule, I think, disqualified for employment in the fleet. They might have gone much farther, I think, with great advantage.

2788. Which do you think is the best, a system which makes promotion flow in a regular stream, or a series of charity promotions?—I do not like charity promotions; I prefer infinitely, and I think every officer on the Active List would prefer, a continuous stream of employment and promotion; that can only be done, first by reducing the lists within manageable limits, and then retiring compulsorily all ranks at a certain age: I suggest 75 for admirals, 70 for vice-admirals, 65 for rear-admirals, and 60 for a captain, whether he has served his time or not.

2789. You stated that of late promotions had been much more rapid; was not that increase of promotion the first result of a change of system, and is it likely to continue so rapid as it has been, or to a satisfactory degree?—Unless you retire at the rank of admiral, I think we shall again have the lists clogged. I think it necessary that officers should retire; first, on account of old age; secondly, from unfitness or infirmities; and thirdly, for want of sea-time. It is necessary that the fleet should be well officered, and it cannot be by officers, if they are kept for a long time unemployed.

2790. *Chairman.*] I think you have stated that, for the good of the Navy and the thorough efficiency of the service, you would apportion the numbers of the officers something in this way: 70 admirals, 300 captains, 300 commanders, 1,000 lieutenants, and 300 sub-lieutenants?—Yes.

2791. Are we capable of judging, do you think, in the year 1863, of what the requirements of the Navy will be in the year 1873, as to the number of officers in the different ranks; in other words, do you think that those numbers are likely to be permanent, supposing a war does not break out, and that they will supply the wants of the Navy prospectively?—I think that we can only reason upon former facts, and I will take, as I said before, the great war of 1793 to 1816, and we were left, on an average, with 100 admirals, about 400 captains, and 400 commanders; therefore, I think in the next 10 years the wants of the service would be amply supplied by the numbers I have mentioned, allowing for a war; I cannot allow myself for an instant to conceive we should be engaged with all the maritime powers of Europe; I think that is impossible. We have generally been at the head of coalitions, and assuming that we should have one or two navies to contend with, we should have one or two on our side.

2792. If you could establish such a thing as a standing Navy, you think that this large number of officers would probably be required in each rank for a standing Navy?—Not more, and they should be as constantly employed as possible.

2793. Sir *James Elphinstone.*] With regard to warrant officers, the duties and responsibilities of those officers are now very much increased, are they not?—Yes.

2794. Have they derived any corresponding advantage in the way of promotion and retirement?—I think it will be admitted by all serving officers that the class of warrant officers is perfectly invaluable, and the greatest encouragement should be given to the first-class petty officers to hold those situations; I think if possible they should be slightly better educated; they ought to be able to take appointments which

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are now held in their own position in life, mates of merchant ships; I do not think, although there has been a great deal done for them, the service has yet done enough for them; I would increase the number of them, by making the sail maker a warrant officer; I would remove altogether the sail department from the boatswain, and put it, as in the French and American services, under a warrant officer. He should be a sail maker; and in every respect, on the same footing as a warrant officer is now; I would have five warrant officers in a ship.

2795. Would you consider it an advantageous plan to have a number of superior petty officers coming forward as aspirants for those posts who might do the duty of midshipmen, and, in short, the duties which are usually performed by the subordinate officers in a ship?—Many years ago there was a Committee on the state of the Navy, of which I think Sir William Parker was president, and I forwarded a plan in which I advocated that particular matter. I stated that I thought it advisable on all stations that a list of the first-class petty officers of a ship who were considered the ablest, the smartest, and the best-conducted seamen as petty officers, should be forwarded to the commander in chief, and that whenever appointments for warrant officers or petty officers of the first-class fell vacant, they should be filled up from the list kept in the department of the commander in chief. You would then have, in every instance, I think, fair and equitable means of promoting the lower ranks on the lower deck to the higher rank of warrant officers. A captain may be very anxious to push forward his petty officer, but he is not considered until he can get him on to the flag-ship list. If the flag-ship had the list invariably, the captain would only recommend those of the best character.

2796. If such a prospect of promotion was held out to petty officers, they would naturally qualify themselves for those positions?—Yes, I think so; and as a proof that the position of warrant officer should be considered as a sort of reward for good conduct, I have known many petty officers in my own ship, the best qualified men, whom I have had on the quarter deck and who have refused to be put on the list which I forwarded regularly to the commander in chief, because they considered the advantages of retiring on a pension at a certain period better, as giving them an opportunity to go in charge of yachts in the summer time, than being a warrant officer, and put into a brig or a corvette for several years, and not rising to the first and second classes for a long time.

2797. Promotion and retirement in the case of the warrant officers are not such as to induce young men of character and some education to aspire to?—I think not; and that is the best proof I can give. I know many petty officers who have left the service; five of the Exmouth's have gone as mates on board merchant ships; they said they were very sorry to leave the service, for they liked it; they were very smart, active men; but they had been asked to go as mates of merchant ships. I believe myself that if a captain of a merchant ship wanted to man his ship, he would take men-of-war's men infinitely in preference to any other class of seamen.

2798. Have you any other suggestion to offer to the Committee by which the promotion and retirement of warrant officers could be made more acceptable to that class?—I think that their widows should have good pensions.

2799. Do you think that would be an inducement?—Yes.

2800. Lord *Clarence Paget.*] Do you consider that the present pension is too small?—I think that is the general impression of the warrant officers themselves. I find they think it rather pinches them.

2801. Sir *James Elphinstone.*] Has there not been a great change in the warrant officers generally; are they not now of great respectability?—I think they are men now of respectability. In the ships I have commanded the warrant officers were as well-conducted as the officers.

2802. In fact, as a class they are well conducted men?—Yes.

2803. You do not consider that the promotion and retirement of warrant officers at present offer sufficient inducements to young men of intelligence and education to come forward with a view to obtaining that rank?—I think there are many men who have refused, there are also many men coming forward; but as to the number, the Admiralty only can answer that; whether there is a sufficient supply of young men coming forward in the service, I cannot answer. I know that the warrant officers, in my own case, considered their pay and promotion and their widows' pension not sufficient to induce petty officers on the lower deck to come forward. After a certain number of years' service they prefer their pension, and they go away. My own cockswain, one of the smartest seamen in the ship, was with me for 10 years. I begged him over and over again to take a warrant officer's appointment; but he refused; he is now in receipt of a pension of 32*l.* a year, and I think he is only 44 years of age.

Lieutenant GILBERT KEY, called in; and Examined.

Lieutenant *Gilbert Key.*

2804. *Chairman.*] HAVE you been in the room during the examination of the last witness?—Yes, part of the time.

2805. How long have you been in Her Majesty's Navy?—Sixteen years.

2806. You have probably heard some of the answers to the questions put to the last witness as to the number of lieutenants in the Navy?—Yes, I have.

2807. And also with reference to the promotion of those lieutenants to the rank of commander?—Yes.

2808. Do you agree with the last witness, that for the good of the service 1,000 lieutenants are required in the Navy?—To regulate the number of lieutenants required, we must remember the change that is taking place in the service; I mean from wooden to iron ships. We shall probably not require so many as we have hitherto. In the last French War, we had a large fleet of line-of-battle ships; in the event of another similar war, we should have a fleet of iron ships; but they would not be near the number we had of line-of-battle ships, and they would probably not require so many lieutenants to each.

2809. You think that iron ships would not require as many lieutenants, size for size, as wooden ones?—I will take, for instance, the "Royal Sovereign;" she is to take the place of a line-of-battle ship; her complement is supposed to be 200 men; but I do not think she would require nor have accommodation for so many officers as a line-of-battle ship.

2810. The last witness has stated that, as a general

general rule, he thinks one lieutenant is required to every 100 men; do you think that in the "Royal Sovereign" two lieutenants would be able to do the duties of the ship?—Two lieutenants would be too few.

2811. You would require a larger proportion of lieutenants with reference to the number of the men than the last witness seemed to think?—The proportion with regard to the number of men would be larger in iron ships than line-of-battle ships.

2812. The lieutenants are generally employed now, are they not?—Yes, they get as much employment as they wish, the present number.

2813. Have your brother officers in your rank complained, or do you think they have reason to complain, of any slowness in the promotion from your rank to higher rank?—We think that we are too long in the rank of lieutenant.

2814. Are you aware how long they remain on an average in the rank of lieutenant?—I believe the average to be over 10 years.

2815. What do you think is the average that would be a better one with regard to the efficiency and the proper promotion of officers?—I think that seven years would be sufficient in the rank of lieutenant; I mean as an average.

2816. Are you aware at all what the officers in your rank in the Navy think of the schemes that have been suggested, one of which is called Sir John Hay's scheme, with reference to promotion and retirement?—I believe that the lieutenants agree with the views expressed in that scheme generally.

2817. Do you think that the number of the lieutenants could bear a reduction to the number of 700?—It is a difficult question to decide on the number of lieutenants required, but I think it should not be more than 800; I mean 800 efficient men. I do not count the officers in the Coastguard, Mail Packet and Transport services.

2818. If you counted the lieutenants employed in those latter services, probably your opinion would very much coincide with that of the last witness, that 1,000 lieutenants would be required; 800 for other services, and 200 for those you have enumerated?—I think 1,000 would be the outside.

2819. You generally agree in the suggestions contained in Sir John Hay's plan, and also your brother officers'?—I believe they generally do.

2820. Do you look upon the power of compulsory retirement on account of age as the foundation of that scheme, as the principal part of it?—After the pay, the compulsory retirement is of the next importance. I look upon it in two ways: firstly, for the efficiency of the service; I mean that officers, when they come to a certain age, should be retired in each rank; secondly, to bring officers on for their own good.

2821. With reference to your own rank: with the exception of the slowness of promotion averaging, as you say, about 10 years, do you think that lieutenants consider, either as to promotion or retirement, that they have any reasonable grounds to complain?—They are not satisfied with the present scheme of retirement: they think the age of 60 is far too late to remove a lieutenant compulsorily.

2822. At what age would they remove a lieutenant compulsorily?—Not later than 50.

2823. Would that be the general opinion, do you think, among the officers of your rank in the Navy?—Certainly; many propose it earlier.

2824. What number of sub-lieutenants do you think is properly required for the service?—I think certainly not fewer than 300.

2825. You concur with the last witness on that point?—Yes.

2826. The period of their service is now considered short before they get promotion, I think averaging about a year and a-half for good service: for the proper instruction of those officers in their duties, do you think a year and a-half is long enough for them to remain as sub-lieutenants?—I think I would make it two years.

2827. Agreeing as you do generally in Sir John Hay's scheme, have you any other suggestions to offer to the Committee; if so the Committee would be glad to hear them?—I should like to make a few remarks as to the number of lieutenants. It has been proposed by some that we should have 1,200; at the present time, if the list were increased to 1,200, we should have 498 lieutenants unemployed on half-pay, of 4 *s.* or 5 *s.* a day, and I ask the Committee whether that would be fair to those officers; we have now 801 only. Some years ago there was a very large number of lieutenants, the half-pay then was 5 *s.*, 6 *s.*, and 7 *s.* a day, the full pay of lieutenant at that time was 6 *s.* 6 *d.*, so that an officer could only gain 1 *s.* 6 *d.* a day by going to sea and might loose 6 *d.* I merely mention this to show that when the country was compelled to keep a large number of officers on half-pay, they gave them something as an equivalent for not being able to employ them, that is, the half-pay did not average much less than the full pay.

2828. Do you approve of the principle of selection which is applied to officers in your rank for promotion, or do you think that any improvement could be made in that system?—I think that the amount of service in a sea-going ship should be taken into consideration in making promotions; I would give, as an instance, this case, that an officer may remain in a harbour ship until he becomes of considerable seniority; he then may get the appointment perhaps of first lieutenant of a line-of-battle ship; he goes to sea for a few months, and then comes in in the next batch of promotions, although he may not have a quarter of the sea-service that many other officers have at the top of the list.

2829. How would you remedy that; would you allow it to be partly by selection and partly to depend upon sea-service?—I certainly would take into consideration the amount of sea-service, especially in the case of a first lieutenant or a gunnery lieutenant.

2830. Would you compare the services of one officer with another, or would you lay down a rule that a certain period of sea-service, perhaps longer than is now required, should be required in all cases?—I would make the period longer; I think two years is too short.

2831. You would still make it partly depend upon the services according to rule?—Yes, certainly.

2832. Mr. *Ayrton.*] Have you any suggestion to make by which an officer could get sea-service as the foundation for his promotion; otherwise, would he not be liable to be passed over in a way that would not excite any observation?—The compulsory time for lieutenants to serve for promotion is only two years now.

2833. If you made any considerable amount of sea-service requisite, would it not be necessary that there should be some arrangement by which an officer could get sea-service if he were disposed to have it, otherwise the promotion would be dependent upon a system of giving or withholding sea-service, which system could not be

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brought under observation?—There is no difficulty in obtaining sea-service for lieutenants.

2834. The protection would be in having such a number of lieutenants as could be constantly employed?—Yes, as much as was possible, giving them a certain amount of leave on full pay, with sea time on returning from stations, and on a home station so much every year, as far as was practicable.

2835. Did you receive Mr. Harvey's circular, called Circular, No. 1?—I believe we did in the ship in which I was serving.

2836. Were you at sea when you received it?—I was serving in the Channel Fleet.

2837. Previous to that time, was there any discussion or discontent among the lieutenants and officers of the Channel Fleet?—There was, and had been for years.

2838. What was exactly the discontent that prevailed?—The full pay not increasing with service, that is, it is possible for a sub-lieutenant to be promoted to lieutenant at 19, and he may go on serving until he is over 30 without receiving any increase; the same with the half-pay to a certain extent, and the allowance to the first lieutenants and the gunnery lieutenants is not satisfactory. The present arrangement of the full pay is so unsatisfactory that it would even be better if it had begun at a lower rate, say 8 *s.* or 9 *s.*, and increase to 11 *s.* and 12 *s.* a day, instead of being 10 *s.* throughout (I am here alluding to when the last change was made in the full pay.)

2839. Was there any other cause of discontent?—Yes; keeping very old officers on all the lists. There was considerable discontent as to leave, especially at the end of the year 1859.

2840. Was there any discontent as regards the mode in which officers were promoted over the heads of others?—Promotion, as a general rule, was considered to be very fair; it is getting more fair every day; but what officers cannot understand is that vacancies are not filled up as they occur; they are kept open until there are a considerable number, and then a batch of promotions are made at once, at the tail of which are often one or two which give general dissatisfaction. We think if vacancies were filled up as they occur that this would not happen.

2841. When you received this circular, was the discontent much increased, or made much more active?—The discontent on the part of the lieutenants, I consider, had been gradually growing.

2842. But their circumstances had been gradually improving, had they not?—Some circumstances, with regard to promotion, getting fairer, but what I am not allowed to mention (the pay) is getting worse every day, and the present prospects of the future are very black; I mean that when an officer is made a commander, he is from that time until he becomes an old man, a large proportion of his life on a miserable pittance of half-pay; in fact, he has no longer a profession.

2843. The discontent was increasing as to pay, but it was diminishing with regard to promotion?—Yes, certainly with regard to fairness of promotion.

2844. When you received Mr. Harvey's circular, did the discontent as to promotion increase?—I am not aware that it did. The lieutenants had felt so aggrieved on many points, that they had memorialised the Board before they received any circular from Mr. Harvey; there were no less than four memorials drawn up; one in Ireland, one on the east coast of England, both of which came to nothing; one that was drawn up at Sheerness from various officers, officers in the Coastguard, officers serving actively; and there was another, that was drawn up by the lieutenants in the Channel Fleet; the latter two reached the Admiralty.

2845. On receiving the circular from Mr. Harvey, did the officers of the ship to which you belonged take it into consideration collectively?—I believe they did take it into consideration individually.

2846. Do you think that that was a proceeding which tended to uphold the discipline of the ship?—I do not think it interfered with it. I believe the circular was sent and considered for the good of the service.

2847. Sir *John Hay.*] Do you think it is better that dissatisfaction should be suppressed, or that there should be some opportunity for expressing it?—I think it would be the worst thing possible to attempt to suppress it. The sooner it is expressed the better.

2848. Sir *James Elphinstone.*] What dissatisfaction was felt with respect to leave?—At the end of the year 1859 great dissatisfaction was felt on the part of various officers of the Channel Fleet, under Sir Charles Fremantle; they naturally expected to get some leave, but their applications were refused by the Admiralty; and I believe, although I state this from hearsay, that orders were sent from the Admiralty to Sir Charles Fremantle not to forward any application, and not to grant leave beyond four days. At this time a lieutenant of one of the ships who applied for leave, and was refused, applied for half-pay; this he was refused also; he then resigned his commission.

2849. Was the leave of the officers in the army suspended at the same time?—Not that I am aware of.

2850. Their usual autumn furloughs were granted to them?—Their usual leave varies from two months to 10 weeks in a year; not that I think the officers in the Navy could have such an amount as that.

2851. How long have you been to sea?—Sixteen years.

2852. How much leave have you had during that time?—I have had twice three weeks leave, at another time, 10 days, and on several occasions smaller amounts.

2853. Amounting in the whole to how much?—The Admiralty leave and the Admirals' leave amounted to about four months.

2854. Sir *Francis Baring.*] What has been the number of promotions from the Lieutenants' List to the Commanders' List, upon the average in a certain number of years past?—Since I have been a lieutenant, the average, I believe, has been about 56 a year.

2855. Have you made any calculation, according to the plan which you advocate, as to what the promotions would be?—I have not made an exact calculation.

2856. Will not the number of promotions depend a great deal upon whether the number of lieutenants continues the same, or whether the promotions will be slower or faster?—What we look to, to make promotion faster and steadier, is compulsory retirement for age, and optional retirement.

2857. Have you at all calculated what the effect of that will be, or are you expressing merely a vague notion as to what the result will be?—These retirements must make promotion quicker and steadier; but I cannot go into figures.

2858. When

2858. When you and other officers were collected together to consider your grievances, was no calculation at all made?—I cannot give figures.

2859. What do you think would be the fair and proper amount of promotion to satisfy the expectations of the officers?—I have said before that I cannot give figures; but it appears perfectly clear to all officers that promotion must be quicker and steadier if these two retirements are introduced, more especially for the Captains' and Commanders' Lists.

2860. The effect of diminishing the number of the higher officers would probably be rather to reduce the number of vacancies than to increase them?—If the Captains' List was kept at the present number, and the Admirals' List reduced, promotion would be slower, but not if you reduced them both in proportion.

2861. If you have not calculated what the effect of the plan would be, have you calculated how many out of 800 lieutenants ought to be promoted in the course of a year?—I have looked into the plan generally, but I have not calculated the exact number.

2862. Have you made any sort of estimate as to how promotion ought to flow, in order to satisfy the wants of the service?—I cannot go into figures upon the question of how many lieutenants ought to be promoted in a year; but I should say it would be desirable if the average time as lieutenant was brought down to seven years.

2863. Do you consider it unreasonably slow promotion, if an officer is promoted in 10 years from the rank of lieutenant to the rank of commander?—It would not be unreasonable if the pay increased with service; but I think it would be for the good of the service if they could be promoted sooner.

2864. *Chairman.*] Is there anything that you wish to add to to your evidence?—With regard to the titles of the officers, I think they are very much misunderstood by the sister service, the army.

2865. I suppose you would like to assimilate the titles of naval officers more or less to those in the army?—So that they should be better understood by the army, and by civilians.

2866. You would wish to make them correspond as nearly as possible with the titles in the army?—Yes.

2867. Is there any other point to which you would like to call the attention of the Committee?—I think that there is great confusion about the term "sea time."

2868. What do you understand by that term?—I cannot say; I cannot understand it; I hear that the question was referred to the Accountant General some few years back in the case of a lieutenant belonging to a steam reserve ship at Devonport, Lieutenant Gammell, as to whether he should count his time in the steam reserve as sea time or not; and I heard that the Accountant General could not understand what was sea time, and what was not; he admitted that.

2869. Lord *Clarence Paget.*] That was merely matter of hearsay, I presume?—There was great discussion about it at Plymouth; and, I believe, considerable correspondence between this lieutenant and the Admiralty.

2870. *Chairman.*] Have any questions ever arisen as to sea time, and whether a man was qualified to be promoted, or claimed to be qualified to be promoted, and the Admiralty considered that certain service was not included in sea time?—I believe there was a question of that kind, a short time ago, at Plymouth.

2871. Do you know what the nature of the question was?—I think it was a question with regard to the flag-lieutenant of the admiral superintendent at Devonport; I am not quite sure whether he did count his sea time.

2872. Mr. *C. Berkeley.*] Do you know whether your time counts as sea-time?—Yes; because I had served more than three years in a sea-going ship before I took my present appointment. Upon the question of time, I think it hard that officers on full-pay should not count all their time for increase of full pay, half pay, and retiring pay. It may be said, on the other hand, that it would be unfair, because they would be as well off as officers who had served a good deal actually at sea; but it must be borne in mind that officers who serve in these harbour ships lose their promotion, and it seems hard that they should lose everything.

2873. Lord *Clarence Paget.*] I understand you to mean that sea time should be confined to sea-going ships?—I would let full-pay and half-pay increase, and retiring pay be regulated by amount of service on full-pay. I would call it full-pay time, and sea time should be a separate thing.

2874. Were you in the room when the last witness was being examined?—Part of the time.

2875. A strong opinion was expressed by the last witness that no officer should count time except in sea-going ships. As I understand you, you would have a modification of that?—Yes.

2876. Do you mean to say that that qualified time should go towards promotion, or merely go towards increase of pay?—I stated that full-pay time was merely for increase of pay or retiring pay, as these officers probably would not be promoted, but remain in the rank they were in.

2877. *Chairman.*] As a qualification for promotion to a higher rank, you would require sea-going time?—Yes.

2878. As a title to receive higher pay, you would allow the other time to count as well?—Yes, certainly. With regard to the steam examination, I wish to make a few remarks. Very few lieutenants study for the examination, the objection being that they must go on half pay to do so, and consequently lose their time; but I think it desirable that officers should study steam when young, even as sub-lieutenants, if possible. Some full-pay time might be given officers, according to the certificate they took out, and the time they were in doing so; or they might be placed on full-pay to study.

2879. Lord *Clarence Paget.*] Is there not some time allowed to officers who are studying for the steam examination, a reasonable allowance of sea time?—They are on half-pay, and therefore their time cannot count.

2880. Are not some officers allowed to be attached to a flag ship with a view to studying steam examination?—I never heard of that.

2881. Sir *James Elphinstone.*] In point of fact the Government oblige these gentlemen to qualify themselves, and at the same time suspend their full pay?—Yes, and time also.

Martis, 2° die Junii, 1863.

MEMBERS PRESENT:

Mr. Ayrton.	Lord Clarence Paget.
Sir Francis Baring.	Sir John Pakington.
Mr. C. Berkeley.	Mr. Scourfield.
Mr. Dodson.	Sir Harry Verney.
Sir James Elphinstone.	Mr. Walpole.
Mr. Finlay.	Sir Henry Willoughby.
Sir John Hay.	

THE RIGHT HON. SPENCER H. WALPOLE, IN THE CHAIR.

Captain RICHARD MOORMAN, called in; and Examined.

Captain *R. Moorman.*

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2882. *Chairman.*] ARE you on the Active List of Captains in the Royal Navy?—Yes.

2883. How long have you held your present rank of captain?—Nearly six years, within three months.

2884. Has your attention been called to the plans which have been suggested for improving and facilitating promotion in the Navy?—Yes, for upwards of two years.

2885. You are probably acquainted with the plan which has been called Sir John Hay's plan, in this Committee?—Quite so.

2886. According to that plan there would be an immediate reduction of the Flag List from the present number of 99 to, I think, the number of 60?—Yes.

2887. Do you think that the number of 60 would be a proper number for the Flag List to be reduced to; or would you have more on the Active Flag List than 60?—As far as the efficiency of the Flag List is concerned, 60 would be quite enough; but if it is reduced to 60, I feel satisfied that there would be a dead lock on promotion for some years to come.

2888. Will you explain to the Committee why you think the reduction of the Flag List to 60, having regard to the other propositions contained in Sir John Hay's plan, would lead to a block in the future promotions in the Navy?—It would lead to a block, inasmuch as with so few as 60 flag officers, vacancies either by death or by retirement would not absorb the List of Captains within one-third, I should say, of their numbers, in due time to bring on efficient young men as flag officers.

2889. Supposing the captains on the Captains' List to be retired by that plan at the age of 60, would they not have a sufficiently good prospect of promotion to obtain rank on the Active Flag List?—Many of them would be 60 before they got to the top; most of them would be above 45.

2890. Would that plan, in your opinion, occasion greater dissatisfaction than by continuing the present system?—Distinctly so.

2891. What effect would it have on the promotion of officers below the rank of captain. As to the rank of captain, you stated that it would operate as a block; would that extend downwards?—Most certainly; there would be no room to place commanders on the Captains' List, or lieutenants on the Commanders' List.

2892. Would not that depend in a great measure upon the number you placed on the Captains' List, and the number you placed on the Commanders' List?—Quite so.

2893. In giving that opinion, I presume you mean that it would occasion a block if you reduced simultaneously the Captains' List to 250, at the same time that you reduced the Admirals' List to 60?—Yes.

2894. Having regard to the whole of the plan, you say that this block would be occasioned from the highest branch in the profession down to the lowest?—Clearly.

2895. Then you do not approve of the plan to that extent?—No; not so far as reducing the flag officers to 60 immediately.

2896. Do you think that you could prospectively introduce a gradual system by which the Flag List could be reduced to 60, without occasioning blocks?—I think that the present number of 99 might be reduced by a given per-centage yearly, perhaps from 5 to 7 or 8 per cent. yearly, till such time as you brought the Flag List to about 70 or to 75; a number below that would not allow a sufficient margin for reliefs, and for the choice of officers to fill such important posts as our admirals do.

2897. Irrespectively of the blocks, which you consider would be occasioned by Sir John Hay's plan, you think that the number of 60 for the Active Flag List is not a sufficient number, having regard to all the requirements of the service?—It is too few by at least 12 or 15.

2898. You concur probably in the opinion expressed by other witnesses, that 70 or 75 would be a better number, as a permanent number, for the Active Flag List?—Seventy-two, I think, would meet all the requirements of the service.

2899. According to that plan, the system of compulsory retirement on account of age is extended to all ranks in Her Majesty's Navy?—Yes.

2900. Have you any opinion to express upon that point?—I have; and with the permission of the Committee I will refer to some notes that will touch upon that point from the head of the lists down to lieutenants. I have computed the effect of the compulsory age retirement of flag officers at the ages given,—70 for admirals and vice-admirals, 65 for rear-admirals, and 60 for captains

captains; I have looked to see the result of what may happen in the next ten years; I disregard death vacancies in my calculation, so that officers retiring at a comparatively early period of life would not be so much affected by death vacancies. It appears at present that the flag officers in excess of the proposed number of 60, who would be removed by compulsory retirement, would be 27 admirals and vice-admirals, and 10 rear-admirals.

2901. Sir *John Pakington.*] Are those the numbers that would be at once removed by an immediate adoption of the plan of retirement at 70?—Yes; it would promote nine rear-admirals, leaving two in excess of the proposed number of 60; hence no captain could be advanced, the numbers then would be 30 admirals and vice-admirals, and 32 rear-admirals.

2902. *Chairman.*] Then, according to that plan, no captains would obtain their flag rank immediately?—No. Three admirals would have to be removed before one captain could be promoted.

2903. How soon would any captains on the Captains' List, if that plan were immediately adopted, obtain their rank as flag officers?—Not until the next year. I find in the next year, 1864, that as many as four admirals and vice-admirals will be retired from age, and two rear-admirals, promoting only four active captains to the active rank of admiral; there would likewise be 14 captains retired, being over 60. In 1865 one admiral or vice-admiral would retire, and one rear-admiral, promoting two captains to the active list of flag officers; one captain likewise would be retired, being over 60 years of age. In 1866, three admirals and vice-admirals would be retired, and one rear-admiral, promoting and retiring seven captains, four to the Active List, and three to the Reserved List, from non-qualification; there would be also six captains retired, being over 60. In 1867, two admirals and vice-admirals would be retired, no rear-admiral, promoting three captains as before, and five captains would be retired, being over 60. In 1868, two admirals and vice-admirals would be retired, and one rear-admiral, promoting six captains; and five captains would be removed, from being over 60.

2904. According to the plan, what would be the ultimate result upon the Flag List during those five years?—The ultimate result would be that 17 flag officers would be retired, and 22 captains would be removed by those 17 flag officers retiring. In 1869, two admirals or vice-admirals would be retired, no rear-admiral, promoting only two captains, and nine captains would retire over age. In 1870, two admirals or vice-admirals would retire, and one rear-admiral, promoting and retiring four captains, and as many as 18 captains would be retired from being over 60. In 1871, four admirals or vice-admirals would be retired, and five rear-admirals, promoting and retiring 10 captains, and 11 other captains would retire, being over the age. In 1872, three admirals or vice-admirals would retire, and two rear-admirals, promoting only five captains; captains retired over 60 would be 12. In 1873 there would be three admirals or vice-admirals retired, and one rear-admiral, promoting and retiring seven captains; nine other captains would be retired, being over 60, giving a total for 10 years of 26 admirals or vice-admirals, and 14 rear-admirals retired, 60 captains promoted and retired; the other 90 captains would be retired, being over 60, giving a total upon the whole of 40 flag officers, and 150 captains, in 10 years.

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2905. Sir *John Hay.*] Without considering the deaths?—Yes; which might, perhaps, be one per cent., or a little more.

2906. Mr. *Ayrton.*] And without taking into account any other contingencies?—No; it would leave then Captain Hornby, of the seniority of 1852, or 21 years' standing, at the head of the Captains' List.

2907. Lord *Clarence Paget.*] That would be an average of four per annum promoted to the Flag List?—Yes, and six removed.

2908. As against what is the average now?—Yes; which is about seven, I believe.

2909. *Chairman.*] What, in your opinion, ought to be added for death vacancies during the 10 years?—Not much exceeding one per cent.

2910. Sir *John Pakington.*] What would it be in the time?—Ten for those 10 years, or about 12 in the 10 years.

2911. *Chairman.*] In your opinion the effect of that plan, if adopted in its present shape, would be to promote upon an average during the next 10 years about five captains to the Flag List?—Four to the Active Flag List.

2912. I am including the death vacancies?—Yes.

2913. Are you aware of the average rate of promotion to the Flag List at the present moment?—It is about seven.

2914. The effect of the plan would then be to retard promotion to the Flag List, speaking of that only?—Distinctly so.

2915. Sir *John Hay.*] Although the promotion to the Flag List would be of a smaller number of captains, it would be a larger per-centage, as the proportion that 5 bears to 60 is greater than the proportion that 7 bears to 100?—Clearly so; but it would bring the senior captain then to 21 years' standing; now he is of 18 years' standing only.

2916. Can you state to the Committee what will be the state of promotion, and who will be the captain at the head of the list instead of Captain Hornby at the date you have named, assuming no change in the present system to be made?—It would leave Captain Nicholas Lefebvre, of the seniority of 1854, as the senior captain, assuming that seven vacancies occur annually for the next 10 years on the Flag List.

2917. Lord *Clarence Paget.*] That would be in the year 1873?—Yes, at the end of that year.

2918. Then a captain of 1853 would be the senior; he would be of 20 years' standing?—Yes.

2919. Mr. *Ayrton.*] That would be on the contingency of death, and all the contingencies affecting the service?—Yes, that takes in every item; death and all, seven per cent. I take as the criterion the average promotions that have been ruled now by all the contingencies.

2920. In the other case you only took in a particular contingency?—Yes.

2921. If you added all the contingencies together, the result would be very different comparatively?—There would be a difference of about 11 or 12.

2922. Not more?—I think not; in my calculation four would be advanced a year without reference to death; but taking the contingencies of death into the calculation, five might be advanced.

2923. If you add 11 or 12 to Captain Hornby, you get a little below Captain Lefebvre?—Yes.

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2924. Do you think that that is a sufficient number, 11 death vacancies in 10 years?—Yes.

2925. Looking at the advanced age of those officers?—Yes; they would be all under 70 or 65.

2926. Is that statement founded upon any technical knowledge of the contingencies of death, or is it a sort of general guess?—No; I make it upon the assumption that there would be 30 flag officers between the ages of 65 and 70, and 30 others between the ages of 60, or below the age of 65, who would be subject to the inroad of death; and men at that period of life would not be so likely to be influenced by death as the older men now upon the Flag Lists, verging upon 90 some of them, or a century.

2927. Lord *Clarence Paget.*] When you state that Captain Nicholas Lefebvre will be at the head of the list, supposing no alteration is made, at the end of the year 1873, have you included the per-centage for death in addition to a superannuation?—Taking everything into consideration, and being ruled by the per-centage that we have now of promotions to the Flag List every year.

2928. In fact, it is a similar calculation to that which you made as to the proposed scheme?—No; there I have confined myself to vacancies that would be made by retirement only.

2929. You stated that you would add 1 per cent. for deaths?—Yes.

2930. When you stated that probably Captain Hornby would be at the head of the list in 1873, did that include the 1 per cent. death-rate, irrespective of retirement on account of age?—No.

2931. Will you be so good as to state to the Committee who would probably be the senior captain at the end of the year 1873, including the death-rate as well as age retirements, supposing the scheme of Sir John Hay to be carried out?—Supposing we are confined to 60 flag officers?

2932. Yes?—It would bring it within one of Captain Lefebvre, making Captain Edmonstone the senior.

2933. Those calculations which you have given to the Committee, extending over a period of 10 years, are calculations founded upon the effect of the compulsory retirement of the officers upon the different lists on account of age?—Yes.

2934. You were asked some questions as to what average you would allow for death vacancies, which you put at 1 per cent.?—Yes.

2935. Have you gone into that question yourself, or with the assistance of any actuary, to ascertain whether that is probably the number of deaths that would occur?—I have not had the assistance of any actuary.

2936. That opinion is founded upon your own calculations?—Yes.

2937. Sir *John Pakington.*] In what way?—If I refer to the scheme of the right honourable gentleman who was our late First Lord of the Admiralty, I think, at the close of that, it shows the effect that death would have upon the list of officers.

2938. *Chairman.*] Did you make your calculations with reference to what appears in Sir John Pakington's memorandum?—Yes.

2939. You did not take into calculation the optional retirements which might take place in the same period?—I am coming to that presently.

2940. To what extent would the optional retirements affect those calculations which you have made?—Taking the optional retirements at five years lower in each grade, as proposed, from 70 to 65, from 65 to 60, and from 60 to 55 for admirals and captains, it would materially alter the conditions of the lists; but I believe that there would be one difficulty upon that point; few officers, if any, would take it, I think, unless they had some inducements held out to them.

2941. Should we have any means whatever of judging of that part of the question without going into the question of the inducements that you allude to for officers to retire?—Certainly not; I do not think that one man would retire unless he was induced to do so by some weighty considerations; for my own part, I would not; and, indeed, instances have already occurred where captains, on coming to flag rank, have applied to their lordships of the Admiralty to waive the rank rather than be losers; I have copies of correspondence from the Admiralty upon that subject now, if they may be handed in.

2942. Have you gone into calculations with reference to the effect of this plan upon the other ranks in the Navy below the rank of captain?—No.

2943. From the lower ranks up to the rank of captain, officers in the Navy are promoted by selection?—Yes.

2944. Do you or do you not approve of that mode of promotion, or do you think that any other plan would be better?—I think that no mode can be so good, if it be carried out fairly.

2945. It has been stated to this Committee that in former times selections were very often made on account of family and political connexion, and other motives of that kind; but it has also been stated to the Committee that that abuse, if it may be so called, has of late years become very much diminished?—Within my recollection it has diminished materially.

2946. Do you think there is any reason to find fault with the system which is at present adopted of promoting officers in the rank, and below the rank of captain, up to the ranks immediately above them?—It still exists; but not to the same extent that it did formerly. There are instances that I could quote of officers who have come to sea as cadets after others have passed their examination to qualify for lieutenants, and they have risen to the rank of captain and commander before the other neglected officers have risen to the rank of lieutenant.

2947. Would you superadd any conditions upon which promotion should be made, other than those which now exist, either as to length of service, or the kind of service, or any other conditions of that kind?—I would establish a minimum period of service for all ranks, from that of sub-lieutenant up to captain. Sub-lieutenants should serve for at least three years at sea in that rank before they became eligible for promotion. Lieutenants should serve at sea for at least four years. Commanders should serve for at least two years, and I would superadd that at least one-third of the promotions should be ruled after this manner; that of the officers who had served their sea-time to qualify them for further promotion, one-third of the annual promotions should be given to such of those officers as had served 50 per cent. more than the minimum period; for instance, that lieutenants who had served six years at sea, and commanders who had served three years at sea, should have one-third of the promotions

promotions bestowed upon them, always provided that their conduct was not open to question.

2948. With reference to the captains, what sea service, do you think, should be required of them?—I consider the present sea service of the captains good; but it is faulty, inasmuch as at present in the case of captains who serve in hulks, and there are some instances of men now coming to flag rank, their time counts for flag rank equally with that of a man who is serving in the most pestilential climates; there are instances of captains rising to flag rank who have never served a day at sea since they were lieutenants, and yet they are eligible for promotion to flag rank.

2949. Sir *John Pakington.*] You mean for harbour service?—Yes; and that alone; they have never been outside Plymouth breakwater.

2950. *Chairman.*] You would alter that practice by requiring from officers actual sea service?—Yes, at least two-thirds; and with reference to the captains' servitude, I think that it bears very hardly upon the older officers; commanders who have been in command, and in responsible stations as commanders; the whole of such service is entirely ignored. I think that it would be fair to allow the service of a commander to count for half service up to the extent of two years. I would not credit him with more than two years' servitude; so that if he had served for four years as commander, it should count as two for flag rank.

2951. Is there any clear and definite notion as to what sea service actually means in the Navy?—None at all; and I believe that their Lordships at the Admiralty would be quite puzzled to define what it is.

2952. Do you mean that there is no definition of it at all?—Yes, none whatever; it simply means in commission.

2953. When you speak of sea service as one of the conditions that you would require before promotion could be obtained, you mean something different from that which at the present time is considered sea service?—Clearly; I mean that a captain should be ready at a moment's notice to get his ship under weigh, and to go upon any service.

2954. How would you define the terms "sea service"?—Commanding sea-going ships that are constantly in the habit of going to sea by the orders of an admiral; going to sea at the shortest possible notice; essentially sea service.

2955. Lord *Clarence Paget.*] Would you exclude the captain of a gunnery ship, and the officers of such ships?—I would exclude him to the extent of two-thirds of his time; that is, every man should serve two-thirds of his time upon the ocean.

2956. Would you take it away from lieutenants studying gunnery?—By no means; for I consider that those officers cannot be too much encouraged; I would give them their full sea-time; but I have been speaking of captains qualifying for flag rank, and taking it as a test of the efficiency of the officer when coming on to the Flag List.

2957. Would you exclude officers serving in Coastguard ships?—Yes; for flag rank I would give them the actual time when they were keeping their hands in their work.

2958. Flag ships sometimes have to lie in a foreign port perhaps for three years?—That I consider sea service, certainly.

2959. Although the ship may be at anchor?—Yes; that is sea service; the officers are subject to all the vicissitudes of sea life there.

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2960. You would exclude officers in the home ports?—Yes, where a man lies in a down bed every night.

2961. You would exclude all the flag ships in the home ports?—Certainly.

2962. *Chairman.*] With reference to the Reserved and Retired Lists, those lists are at the present time very numerous?—They are almost beyond counting, I believe.

2963. We have been told that they are nearly as numerous as the letters of the alphabet?—Yes, and they are more complicated, as they have two and three letters of the alphabet to explain some of them.

2964. It has been explained to the Committee that those two or three letters are used when officers have been retired, or put on a Reserved List in consequence of two or three orders in council affecting the same class?—Yes.

2965. Is there any distinction in practice between the officers who are on the Reserved Lists and officers who are on the Retired Lists?—It is a distinction without the least difference in practice.

2966. Do you not think that there might be a substantial distinction between those two classes of officers; those put on the Reserved Lists being officers who might be called upon to serve again, and those on the Retired Lists being officers who were not to be called out again?—Yes; I think that the present Reserved Lists and Retired Lists should be amalgamated upon one intelligible system, and that there should be a Reserved List of officers for harbour duties and other duties where no pennant time is allowed; for instance, I think that there should be a Reserved List for captains to conduct packet establishments, or to act as superintendents of hospitals and victualling yards, and such appointments as those, and that the Reserved List for Commanders should apply in the same manner for packet service and coast-guard service, and for lieutenants also; and if 60 be the age for captains to retire, I would give a captain the option of going upon the Reserved List at the age of 50, but he should not remain one day upon it after he was 60.

2967. If he were to go on to the Reserved List at the age of 50, and then was employed in the packet service, or the coastguard service, or some service near home, would you allow that time to count as part of his service, with reference to his promotion afterwards to flag rank?—If he took the Reserved List he must give up all idea of hoisting his flag; if he went on to that list it would be a compromise that he entered into with the Government.

2968. Although an officer on the Reserved List was actively employed, you would not allow that to count as a qualification for obtaining higher rank?—No, not for higher rank; that is, to the Active Flag List.

2969. Not in any case?—No.

2970. You stated just now that you thought those lists might be amalgamated. Do you mean that the existing lists could be amalgamated without injury or injustice being done to the present officers, or that you should gradually get rid of these numerous lists by not introducing more officers into them, and letting those die out who are on the different lists?—I mean that it should be carried out immediately; but that

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that there should be such a nicety of adjustment as not to interfere with the vested or prospective rights of any man either on the Retired Lists or on the Reserved Lists.

2971. Is not that almost an impossible problem?—I think not, now that we have officers on the Reserved List of Captains, who are considerably above 60; they are never retired, but the moment an active captain comes to the age of 60, away he goes, and if any consideration should be extended to the one or to the other, I think that the active captain has a right to expect a favourable consideration.

2972. Take, for example, the captains upon the two different lists at this moment, or the commanders; how could you amalgamate those lists together?—By extending to the active captains the same advantages that the commanders and lieutenants have, they have value for their mate's time; but the captains on the Active List are deprived of that. The commanders and lieutenants who are promoted to the higher lists above them have the value of their mate's time, excepting two years, given to them; but there is not the least recognition made of the captain's time as mate if he has served 50 years as mate.

2973. You have expressed your opinion as to the number of flag officers, and the number of captains; have you had your attention called to the number of the commanders and the number of the lieutenants, according to the suggestions in Sir John Hay's plan?—I have.

2974. Would you adopt the numbers there suggested as the numbers which, in your opinion, would be the best adapted for the efficiency of the service?—Not fully.

2975. What should you say as to the number of the commanders?—I would not have less than 350.

2976. The suggestion, I think, is that there should be 300?—Yes.

2977. With regard to the lieutenants; drawing a distinction between lieutenants and sub-lieutenants, what is the number that you think there ought to be?—I think that the Lieutenants' List, in the first place, should include only such men as are fit to do duty as lieutenants anywhere; and if you confine it to that, then I think that a number of about 800 or 850 would answer every purpose.

2978. That, I believe, is about the number which is now employed?—There are 807; but that takes in the lame, the halt, and the blind.

2979. You would have sub-lieutenants also, I presume?—Yes, quite distinct from the others; as another rank.

2980. Are the 850 lieutenants to be inclusive or exclusive of the Coastguard?—Exclusive. I would allow no lieutenant to serve in the Coastguard on shore until he was reserved; and he might be reserved at the age of 40.

2981. Eight hundred and fifty lieutenants is the number that you think is required for the service?—Yes.

2982. How many sub-lieutenants do you think there ought to be?—I think about 300; certainly not less.

2983. That would make about 1,150 lieutenants and sub-lieutenants?—Yes.

2984. Supposing that was the case, do you think the flow of promotion would be steady enough from one list to another, retiring the officers by age, as is suggested in Sir John Hay's plan?—I think it would meet every part of the question. There would be about one-third of the sub-lieutenants promoted annually, or nearly so.

2985. You would keep the lieutenants probably actively employed?—So far actively employed that I would never allow them to be on half-pay at all; no man should go upon half-pay until he had reached the rank of commander.

2986. Have you made any calculation as to how soon you think they would obtain their promotions, on the average, to the higher rank of commanders?—I think that a sub-lieutenant would be promoted at the age of 22 or 23, and to take an average, I would put 50 per cent. upon the minimum period of service for the others; then I think that in six years later he would be promoted to the rank of commander, which would bring him up to an age between 28 and 29; then three years later he would be upon the Captains' List.

2987. Do you think there would be a sufficient amount of constant employment for all the lieutenants, according to your plan, during that period of years, assuming that there were 1,150 lieutenants and sub-lieutenants?—Yes, there would be constant employment for all the sub-lieutenants, I consider, and about four-fifths of the others would be constantly employed, giving them a fair margin for leave, after returning from foreign service, on full pay.

2988. One-fifth, then, would be always on leave?—Yes, and ready to recruit the others.

2989. You have expressed your opinion as to how rapid and how steady the promotion would be up to the rank of captain according to the proposed plan; assuming that that plan were carried out with the modifications you have suggested, how soon do you think, upon the average, captains would get upon the Flag List?—In 10 or 12 years.

2990. As soon as that?—They ought to do so if there were a healthy state of the list.

2991. But would they according to that plan?—I believe they would after the system was fairly in operation.

2992. You think that you would get an officer upon the Flag List at about the age of 45?—Yes; from 40 to 45, and then you would get some work out of him.

2993. That, in your opinion, would be the probable result of the plan if carried into effect according to the suggested modifications?—If essentially carried out, I think it would work to that end.

2994. Are you in favour of the establishment of a naval college?—Yes, with cruising vessels attached.

2995. Without cruising vessels being attached to it, you would not set so much value upon a naval college?—No; it would take away the chief part of its value.

2996. What do you think would be the average number of naval cadets that would be required, beginning with the first introduction of officers into the Navy, so as to keep up a steady flow of promotion?—Looking at the average number of the cadets who have entered the Navy from 1852 to 1862 inclusive, also regarding the vacancies on the Lieutenants' List, taking the last four years for example, I see that in the years 1859, 1860, 1861, and 1862, on the 1st of January, 103, 57, 76, and 43 lieutenants respectively were upon that list, giving an average of 70 promotions in the year; there are also now 137 sub-lieutenants on the list; but excluding them from the calculation

lation I am about to give, as they are less likely to quit the service than the young boys are, I find that in the years 1857 to 1862 inclusive, 1,023 cadets were entered in six years; 93 of those have left the service already, and, therefore, that gives a per-centage of 30 leaving it every year, and leaving 716 as the number from which the Lieutenants' List should be recruited for the like period of six years, it gives an average of 119 a year; hence it follows that the entry of cadets for the last six years has exceeded the present demand for lieutenants by 70 per cent.; the average number entered in the five preceding years was 112, which, after deducting 30 per cent. discharged, would leave 78 to become lieutenants, being eight only in excess of the average number promoted; then, assuming that the present number of lieutenants on the Active List, 801, are too few for the requirements of the service, together with the analysis I have given before, it will result that not less than an average number of 120 cadets should be entered annually until such time as the List of Lieutenants shall be completed to such a number as it may be deemed necessary to increase it to; after that period, the entries might be regulated according to the vacancies occurring on the List of Lieutenants from all causes, taking that as your starting point for supplying the higher lists.

2997. Immediately you would want 120 entries of cadets per annum, and then you would make the entries of cadets depend upon the vacancies in the Lieutenants' List?—Yes, depending upon the Lieutenants' List, and all the other cadets, midshipmen, and sub-lieutenants who shall have left the service; for instance, if 120 sub-lieutenants, midshipmen, and cadets shall have left the ranks of the subordinate officers by promotion, death, desertion, or any other cause in a preceding year, 120 should be entered in the succeeding year to supply their places, plus 30 per cent. upon that 120.

2998. With regard to the duties which are performed by the midshipmen and cadets, are there any of those duties that you think might be performed by the warrant officers and petty officers?—Yes, to a very great extent, and with much advantage to the service, and to the warrant officers and to the petty officers.

2999. What are the duties which you would more particularly specify?—For instance, I would place petty officers more in charge of detached working parties and for casual service, such as leaving the ship in boats; and, indeed, I would never place a young midshipman in charge of anything like a strong body of men until he had assumed such a status as to command respect both from his experience and his age.

3000. Might not that diminish a part of the necessary training that the cadet and midshipman has to go through?—I do not think it would interfere with it in the least.

3001. I believe there are some suggestions that you wish to offer to the Committee as to the warrant and petty officers?—With regard to the warrant officers, I employed myself some time back in drawing up a scheme respecting their position; as to their promotion and everything connected with their duties and their services, and which, with the permission of the Committee, I will hand in (*handing in the same*).

3002. Do you adhere to the opinions which are expressed in this paper?—Yes, fully.

3003. Sir *Henry Willoughby.*] In whom would you place the power of nominating the cadets?—In the hands of the First Lord of the Admiralty, subject to such patronage as the admirals and captains already have in that particular.

3004. Would you place any power of nomination in the Board of Admiralty?—Yes, subject to such rules as the First Lord himself would impose upon his colleagues.

3005. Would not that system place the entries into the Navy entirely in the hands of the First Lord of the Admiralty of the day?—It would do so; but I am assuming that there would be such a cordial understanding between the First Lord and his colleagues as would cause it to work properly.

3006. Would you require the candidates to undergo any previous examination, or should there be any competition of any kind?—I would put competition out of the question altogether, but there should be a standard of examination.

3007. Do you mean that the cadets should undergo a previous examination?—Certainly; but it should not be competitive.

3008. You see no inconvenience that would result from the existence of parties in this country; but would it not place the entries into the Navy practically in the hands of one great political officer?—During his tenure of office.

3009. Do you suppose it would be possible to avoid the pressure of political influence under such a system?—Not altogether; it has such an influence in this country that nothing can overcome it.

3010. Do you speak of the First Lord of the Admiralty, because you think the best mode of meeting the difficulty would be by throwing the whole responsibility upon him?—Yes, upon his undivided responsibility.

3011. You have stated, I believe, that you approve of the principle of selection for the various ranks in the Navy?—Yes, provided it is carried into effect fairly.

3012. Will you be good enough to state what you mean by that word "fairly"?—I mean that political influence and family connexion, and such other abuses, should not keep deserving men back, as it has done for years past.

3013. Do you see any means of preventing that?—Yes; preventing it, so far as anything human can do it, inasmuch as if a minimum period of service be established for all grades in the service, very many gentlemen who now enter the Navy, merely for the sake of improving their social position and to obtain naval rank, would consider twice before they subjected themselves to the ordeal of serving to earn their promotion.

3014. I understand you chiefly to rely upon actual sea-service afloat being made the condition of promotion, and that that in itself would prevent the exercise of improper influences?—Yes, I think so.

3015. It is to that which you would look?—Yes, as the most probable thing to check it.

3016. Have you any doubt that up to a recent period the promotions to the grades of lieutenants, commanders, and captains, have been too numerous to give any chance of active service?—Yes; I am fully aware of that.

3017. Have you examined into that matter for many years past; for instance, since 1814, or since the French war?—Yes.

3018. Have you not found, in the course of those

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those 50 years, that there has been a constant advancement of officers to the ranks of lieutenant, commander, and captain, in such numbers as to render it wholly impossible that any system of active service could be carried out?—Quite so; and I believe that much of that may be attributed to the want of responsibility upon the part of the Board, in swamping the lists from year to year with Board promotions; but when you can drive one man into a corner, and ask him why he has promoted to such an unlimited extent, he will pause before he selects improper individuals for preferment; but when it is divided over the whole Board, it is nobody's business.

3019. Has not one of the consequences of such numerous promotions in the various grades of officers been a great increase on the Retired and Reserved Lists?—Clearly so; and from time to time they have been so much blocked, that all flow of promotion has been dammed up, and in their extremity they have been obliged to open the sluice gates, in order to get rid of the superabundance.

3020. Thereby creating a great increase of non-effectives?—Yes; and dead weight.

3021. Have you any doubt that the present dissatisfaction, whatever that may be, is, in a great measure, owing to the cause I have mentioned; to the numerous promotions, and to the impossibility of finding active employment in the service for the various officers?—Yes.

3022. Do you believe that the not getting employment has been the main cause of the dissatisfaction, whatever that may be, which exists?—That has been one cause. The chief cause has been the deferred promotion for the hard workers in the service; that is where it is chiefly felt. We feel that when we have given zealous and faithful services for a period of many years, we have a fair claim to some more consideration than we have had.

3023. Is it your opinion, so far as you have had an opportunity of observing, that those who have performed the hard work upon the ocean have not had fair promotion?—There are scores of men now who are vegetating upon 5 *s.* and 6 *s.* a day, who have given faithful service, entitling them to every proper consideration.

3024. Is not the obvious remedy for that to bring the lists in some degree within control, as you have described, so as to have a steady flow of promotion?—When you effect that, I believe you will have the keystone to everything.

3025. Would there not still remain the difficulty of excluding improper influences in the matter of promotions, even if you were to get to the numbers you have described?—I think that the First Lord of the Admiralty, if the promotions were confined to his hands, would be careful not to get himself called to account.

3026. You would rely on public opinion, acting upon the First Lord of the Admiralty?—Yes; and the House of Lords and the House of Commons.

3027. Sir *John Hay.*] Have you considered the question of the Retired Lists?—Yes.

3028. Can you give the Committee any information as to the feelings of the retired admirals, and the system of retirement which has been adopted with regard to them?—I believe that the feeling of the retired admirals is, that they have not been fairly treated; that they have been retired upon conditions held out to them which have never been fulfilled, and that the retired admirals of the present day, to a man, are losers by having taken the retirement.

3029. Have the captains suffered at all by the Order in Council of 1860?—Considerably; we are all of us broken faith with by that order.

3030. Can you point out to the Committee in what manner faith has been broken with the captains?—Inasmuch as by that order they have admitted the prescriptive right of the first 70 captains to expect retirement and 25*s.* a day; but all the rest of us, looking in just over the door, are shut back, and we are retired upon 1*l.*

3031. Have you any observations to offer to the Committee upon the position of the surveying officers, and other scientific officers in the Navy?—I know little of the surveying branch of the service, but I hold a strong opinion that too much importance cannot be attached to it, nor can too much encouragement be given to the scientific officers. With reference to steam and gunnery, the advance of the age is such as to call forth acquirements on the part of all officers immeasureably beyond what they were 40 or 50 years ago, and which, I believe, are in no wise recognised. Although it is necessary that we should qualify ourselves in all these high branches of science, we have no means afforded to us for acquiring such knowledge, nor is such marketable ware, when brought in, at all considered of more value than the comparatively bare accomplishments which officers half a century ago brought forward. We are far behindhand in the race with officers in the engineers and artillery.

3032. In answer to the questions of the Chairman, I do not think that you exactly stated whether you were in favour of compulsory age retirement in all ranks or not?—I am distinctly in all ranks.

3033. Mr. *C. Berkeley.*] According to the plan which you spoke of in the early part of your evidence, it would appear that captains would arrive at flag rank at about the age of 40?—I said that they should not be exceeding that age.

3034. If they got there at the age of 45, would they not remain a long time upon the Flag List?—They would remain there until they became 65 or 70.

3035. Would not that tend to create another block if officers were placed on the Flag List at so young an age?—I think not. In the first place, he would be a fortunate officer who came on at the age of 45; the average age, more probably, would be, indeed I am satisfied that it would be, 52 or 53; but by that time the flow of promotion would have become healthy; and I think there would be no interruption from that cause.

3036. I understand you to say that the average age would not be 45; but you think that the average age would be over 50?—Yes.

3037. Mr. *Ayrton.*] You have stated that your test, in order to prevent abuses, would be constant employment afloat?—Yes.

3038. What arrangements do you propose to make to ensure to every officer that constant employment afloat which would be necessary to qualify him for promotion?—The establishment of a roster would do it.

3039. Is that your proposal, or have you contemplated any other arrangement?—Not beyond a fair turn to answer the expectations of every officer as to employment.

3040. You would have a roster kept at the Admiralty, and have every officer, according to seniority,

seniority, offered employment, unless, in the opinion of the Admiralty, he was disqualified for service at sea?—Quite so; and if he refused employment, he should go down to the bottom of the list again.

3041. You would not make him a second offer?—No; not until his turn came again.

3042. That would be an essential element in a scheme of promotion based on constant employment?—Yes.

3043. You stated that you would leave the nomination of cadets, subject to the patronage of flag officers and captains, as it is at present?—Yes.

3044. Is not the effect of that to make the number of the cadets to a great degree subordinate to the number of flag officers and captains who are entitled to nominate?—For the good of the service I wish it were more so; I wish that they were all subject to the care of the flag officers and the captains.

3045. But would not the effect of that be to give the patronage to those officers without reference to the number of the cadets who ought to be nominated in any one year?—They should be taken out of the whole number: they should not be in excess.

3046. The effect of that would be to give to officers a certain amount of the patronage, and to leave the balance to the First Lord of the Admiralty?—Yes.

3047. Upon what principle of justice should these nominations rest with the officers of the Navy, and so make it a kind of hereditary service.—It is a recognition of the services of old officers to help a lame dog over a stile; they can but badly provide for their families because they are so neglected, and therefore I would give them such means of better providing for their families by letting them have their sons or their nephews under their fostering care.

3048. Then the power to nominate would become a part of the emoluments?—No; it would be the recognition of past services; it would be no part of the emoluments.

3049. Is not the tendency of that mode of proceeding to make the Navy a kind of hereditary service?—To a very slight extent, I think; but the tendency of it would have a very good effect, inasmuch as it would create a bond between the captains and the youngsters, which has of late years almost worn out.

3050. Does not that tend to deprive the country of the chance of getting some of the general talent of the country, if it is to be made a close service?—I think not, because these boys are subjected to an examination, which is a very stringent one.

3051. If the number of the officers in the Navy was much reduced, in effect, very little patronage would be left to the First Lord?—It is only the captains; when a captain obtains a command he nominates a cadet, and since a captain is likely not to have more than two commands in his lifetime, he would nominate two cadets; if he was an admiral and hoisted his flag, he would nominate two more.

3052. Would you put an end entirely to the practice of flag officers and other officers nominating for promotion in the service?—No; I would allow flag officers to have their haul-down vacancies; but those vacancies should only be bestowed on officers who had already had service at sea.

3053. Do you think it would be a considerable check upon any abuse of power in the hands of flag officers, if, instead of their making the promotions, they recommended to the Admiralty officers, leaving it to the Admiralty to judge whether those recommendations were satisfactory or not?—I believe that that is the case, and has always been the case.

3054. We have been informed that that is not the case, and that an officer makes an absolute nomination or promotion, and that he often gives such promotion to family connexions?—Yes; but I believe that the overruling power of the Admiralty would not endorse that promotion if there were any objections to the advancement of the officer on account of misconduct.

3055. Is there not a great difference between an admiral recommending an officer to the Admiralty for promotion, because he is the best officer under his command, and making the appointment absolutely at his own discretion, leaving the Admiralty to cancel the appointment, if it is ascertained that the officer is perfectly unfit?—I have been referring to one haul-down vacancy. To such vacancies as will occur from time to time during the period that an admiral has his flag flying; he certainly should be ruled by their lordships at the Admiralty as to who should be the recipients of such promotions; he should not run through the list of his sons, and then go to his grandsons and to his nephews, but he should be allowed to promote one grandson or one son, or one nephew only, and that when he hauls down his flag.

3056. Do you think that the practice of promoting relations at the expense of other officers is at all necessary with reference to the good of the service?—It is not necessary for the good of the service, but I think that it is a very courteous recognition of the long and tried services of admirals.

3057. If the officer to be promoted, although when he becomes a captain he is to rise by seniority, is to supersede all other officers, do you think it is a proper mode of rewarding flag officers to enable them to place another officer in a position to which he is not entitled?—In the first place, I do not admit your premises that it has the effect of superseding; it is only one promotion during the period that an admiral may have his flag up for three years.

3058. If the officer selected is a very junior officer who passes over the heads of a number of meritorious officers, is that a proper way of conducting the service, or do you think that it is a desirable thing for the improvement of the Navy to reward one officer by enabling him to promote another under the circumstances stated?—The improvement of the service does not come into question, I think, and I have already stated that such a nomination should be subject to this, that the recipient of the promotion should also be qualified by a given amount of sea service in the rank in which he was.

3059. You do not then object to the practice of passing over a number of officers by promoting another officer as a reward not to himself, but to another?—The word "number" includes a great many, or it may only include a few; I should have no objection to his passing over a limited number of equally meritorious officers who may have had more service; but I strongly object to an unshaven boy passing over others because he is the grandson of an admiral, those other officers having

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having more claims for consideration and for advancement.

3060. Then I think you would object to a great deal of the system by which one officer is passed over the heads of others?—Yes, to a great deal of it.

3061. You have probably had an opportunity of ascertaining the feelings of officers, like yourself, who have been thus passed over?—Yes.

3062. Do you think that that is the cause of very much of the dissatisfaction which exists in the minds of those officers?—Yes; and I have seen it work so mischievously that it has been the cause of disgusting many able young fellows, who have retired from the service to the great detriment of the service, and who have gone into other lines of life. I have seen it lead to such evils as men getting into habits of intemperance from repeated neglect; and I do believe that of all the evils that have ever been brought upon the service by the system of promotion in the Navy, there is none comparable with that.

3063. That being so great an evil, and competent officers being in consequence promoted to the rank of captain at an age much later than they otherwise would be, do you think it is a wise thing that strict seniority should be observed as the rule in promoting from the rank of captain to the Flag List?—Yes, if the selection is in the rank of captain, inasmuch as the greater the amount of the rank, the greater would be the influence that would be brought to bear to forward the captains' views beyond that of lieutenant, and then the corruption would stink in our nostrils.

3064. You would object to selection from the list of captains solely because you would be afraid of the influence of corruption?—Yes.

3065. Apart from that, take, for example, your own case; you have been 40 years in the Navy?—Yes.

3066. Supposing that you had an opportunity of distinguishing yourself, do you not think that it would be a very hard case upon you that you should still remain the junior of 100 officers who had superseded you through interest?—But such is not the case: whenever I distinguish myself in a meritorious and prominent manner, Her Majesty will select me for promotion.

3067. I asked you whether you would adhere to a rigid system of seniority?—Yes; allowing, of course, the Sovereign the prerogative of selecting any officer for promotion.

3068. Are you aware whether that has been exercised to any extent?—No such instance has occurred in my recollection, but that the fact is so is plain enough.

3069. Do you think that that is a prerogative which it would be desirable to exercise a little more than has hitherto been the case, so as to enable officers who have been kept back from the rank of captain to reach their fair position in the Navy by distinguished service?—In modern times there has been no scope for the exercise of that prerogative, we have been so long at peace: it can only be exercised in the case of extraordinary and distinguished services (I mean in command) which an officer may have an opportunity of displaying during war; but his light has been hid under a bushel for the last 50 years.

3070. Mr. *Scourfield.*] Do you think that the number of lieutenants employed in active service are enough for the requirements of the service?—The present number is too few; I would have at least 150 more.

3071. I mean in a single ship?—There are not enough; I would appoint one more to every ship as a rule, not to a small ship. For example, where there were four lieutenants I would have five, and where there were six or seven in line-of-battle ships, I would have seven or eight; and by employing such a number as that during a time of peace, you would be able to withdraw the extra one for urgent services in time of war, and by so doing it would go a long way, together with such reserve as you would have in the sub-lieutenants, to avoid that very questionable matter of falling back upon the Merchant Service for officers.

3072. Sir *Francis Baring.*] You have stated that you think there should be a roster for the employment of officers; would you suggest that for a time of war?—In a time of war, for important commands, it should be so far modified as to admit of the country selecting the very best officers she had.

3073. Would you suggest that for captains as well as for admirals?—Yes; and for commanders as well.

3074. You have considered the question of promotions and retirements; do you believe that the same system would suit a time of peace and a time of war?—Compulsory age retirement.

3075. Do you think that the whole system would work equally well in a time of peace and in a time of war?—I think it would work equally well under both considerations.

3076. You are of opinion that one system would do for both?—Yes.

3077. Sir *Harry Verney.*] You have stated that you think there ought to be more lieutenants on board a ship; do you think that a lieutenant might perform the duties of a naval instructor?—Not during the time that he holds a lieutenant's commission; if he thought fit to bear up for that, let him go, but allow him to have nothing more to do with the quarterdeck duties of the ship.

3078. While he was naval instructor he would not have the quarterdeck duties to perform; you would give him an extra lieutenant: and do you not think that that would be a better plan than the present one?—I think it would be highly objectionable; because, during the time that he was performing the duties of naval instructor, he would be forgetting his duties as a quarterdeck officer. He might as well be in a farm-yard.

3079. Do you not think that the scientific qualifications of officers are very desirable?—Most desirable.

3080. Do you think that the lieutenants ought to be able to sail a ship without a master?—I have a very strong opinion upon that point: I think that lieutenants ought to be able to sail a ship without a master, and that the rank of master should be wholly abolished, so that we might know who had got charge of a ship.

3081. You would have no masters?—Not one, not the shadow of one.

3082. But you would require every lieutenant to be able to discharge the duties of master?—Yes, I would; and in order to encourage the lieutenants to take upon themselves the duties which are now performed by the masters, I would hold out such inducements to them in the way of promotion: but I cannot answer the question, unless my tongue is unshackled, as to pay; but I would offer to them such advantages as should make

make active, intelligent, and persevering young officers push forward in that line, in order that they may be better qualified to conduct a ship when they obtain the command of one.

3083. You would not have a person on board a ship discharging the separate duties of master?—An officer (a lieutenant) should be charged with the duties that the master has now to perform in assisting the captain to navigate the ship.

3084. Do you mean a lieutenant's watch?—No, an officer who should be selected in the same manner that the gunnery lieutenant is selected, or the senior lieutenant.

3085. Sir *John Pakington.*] You would have navigating lieutenants as there are now gunnery lieutenants?—Yes; or navigating commanders in our larger ships.

3086. You have expressed, I think, a distinct opinion, that the interests of the service require the adoption of the principle of compulsory retirement by age?—Yes.

3087. And that to be applied to all ranks?—Yes.

3088. Is your chief reason for desiring the adoption of that principle, that you wish to secure a steady flow of promotion?—It is to secure a steady flow of promotion, and to ensure efficiency.

3089. You are of opinion that under that system the flow of promotion would be more steady than it can be under the present system?—Most certainly.

3090. Do you think it essential to the success of that principle that the numbers on the Active Lists should be materially reduced?—Yes.

3091. You stated that you considered the proposal in Sir John Hay's plan, to reduce the Flag List to 60, was carrying the thing too far?—Yes.

3092. You would prefer the number to be 75, as proposed in my memorandum?—Yes.

3093. You have already stated, I believe, the numbers to which you would propose to reduce the other Lists?—Yes.

3094. Is it your opinion, with those reduced Lists, and a steady flow of promotion, under the principle of compulsory retirement, that the motives and reasons which have led to the exercise of that influence which you have complained of would be very much diminished?—Very much.

3095. Do you not think that the exercise of that influence in former days very much arose from the overcrowded state of the Lists, and the consequent difficulty and uncertainty of promotion?—Certainly; but I would wish to go into the causes of the overcrowding. The overcrowding has arisen from an undue preference having been given to undeservers, men who were unripe in years and in experience too.

3096. I think you stated that you objected to Board promotions?—I have a very strong objection to them, and I would do away with them entirely.

3097. On the principle that every Board promotion is made under a much smaller degree of responsibility than of necessity attaches to the exercise of that power by an individual?—Quite so. I would say as to Board promotions this, that certainly the Board should have the power of recommending to the First Lord fit objects for it, and that he should have the power of overruling the recommendation upon sufficient grounds.

3098. Haul-down promotions, you would retain, with certain limitations?—Yes; and they should be absorbed in the Annual List of promotions; they should not be additional promotions.

3099. Those limitations should have reference to the services of the officers, and any haul-down promotions so made you would not allow to swell the lists beyond the appointed number?—No.

3100. I understood you to say that, with reference to the probable effect of this plan upon promotion to the Flag List, that the death-vacancies in the Flag List, if the number was reduced to 60, would not be more than one per annum?—I do not think it would be more, not so much as that; it would be six in ten years, supposing the list to be reduced to 60.

3101. With the list reduced to 60, the death-vacancies in the Flag List would be only about one per annum?—I think six in ten years.

3102. Which would be less than one per annum?—Yes.

3103. You also stated, when you were further pressed upon that point, that you founded that opinion upon Mr. Finlayson's calculations, as given in the paper which I prepared?—Approximately.

3104. Let me draw your attention to Mr. Finlayson's Tables; I think you will find that you have fallen into some mistake. At page 18 of my memorandum, you will find that Mr. Finlayson calculates that in ten years, of 27 officers between 65 and 70, 14 would probably die?—Yes.

3105. And that of 12 between 60 and 65, five would probably die?—Yes.

3106. And that of 39 officers between 60 and 70, in ten years 19 would probably die?—Yes.

3107. Then out of 39 officers, there would be a probable loss of two per annum by death?—Yes.

3108. Therefore, in a list of 60 officers, there would be a probable loss of three per annum by death?—Yes.

3109. Is not that showing a very much higher proportion of death-vacancies than you have calculated as between 60 and 70 years of age?—Yes; but I am always considering that officers between 60 and 65 and between 65 and 70 are merely passing through the List, and that they are not subject to the whole influence, such as men permanently remaining on the List would be, that they must go at the ages of 65 and 70: a man may be tottering to-day, and he may have to retire from age, and to-morrow he dies.

3110. Do you think that the view which you have just expressed can be taken to affect the calculations of an actuary who looks to all causes and takes into account what is probable, according to the laws of human nature, and who arrives at the conclusion that, between the ages of 60 and 70, out of 40 officers two per annum would die?—You assume that all the officers on the List are of those advanced ages.

3111. No; I am taking the statement before me, that of 40 officers between 60 and 70 years of age, two per annum would probably die?—Yes.

3112. That is a much higher proportion of death-vacancies than you have supposed, is it not?—Yes; and that would hold good if every flag officer was at that period of life; but the majority of them would be below those ages, and therefore would not be affected by it.

3113. I will

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3113. I will call your attention to another statement in page 19, where you will see that of 68 officers between 55 and 60 years of age, Mr. Finlayson calculates that 19 per annum would die, spread over 10 years. That will, again, give two deaths per annum out of 68 officers between the ages of 55 and 60?—Yes.

3114. That is probably not very far from the age at which the officers on the Flag List would arrive under the proposed system?—Many would be as young as 40 and 45; but the majority of those officers will be all below 50 years of age, since they come on to the Flag List at 40 or 45.

3115. Have you not stated that under this plan, if adopted, many would arrive at the Flag List at 45, and that the average would be rather above 50?—The greater number would be above 50; I did not say the average.

3116. Does not that show that you have underrated the probable amount of the death-vacancies?—That may be.

3117. Lord *Clarence Paget.*] What boon do you propose to hold out to flag officers when you retire them? — Any inducements; some means of supporting their increased dignity.

3118. That is what you propose?—Yes.

3119. Should you propose to deal with those who have served as flag officers differently from those who have not served as flag officers?—If we fall back upon the scheme of Sir John Hay, they would have in prospect the position of Admirals of the Fleet.

3120. You approve of the suggestion made upon that point?—Yes, quite so.

3121. Sir *James Elphinstone.*] When captains have served the regulated time to qualify them for their flag, are they usually anxious to obtain further service at sea?—No; and even before that.

3122. What are the causes which make officers disinclined to serve after that period?—There are two or three; one is a forbidden subject: but I may, perhaps, allude to it in this way, that when our attention should be given to the conduct of the ship, we are disturbed by visions of bailiffs when we come on shore, and we dream of 10*s.* 6*d.* a day to meet liabilities verging upon 1,000*l.*; that is one objection. I think that in these times, speaking of my own experience, there is another very strong objection, and it is this: our responsibilities are increased to a very great extent, but our powers of control are brought to a minimum, and therefore we are between two fires. We have increased responsibilities, without authority to enforce obedience and discipline; and those responsibilities are of such a character, that we are often brought to book, perhaps 12 months after some slight correction may have been given to an offender, to know why, contrary to the rule in that case made and provided, we have given John Snooks four days water-grog instead of three; and these are matters which render the command of a ship distaste ful to any zealous officer.

3123. Do you say that the discipline of the service is in such a lax state that it induces the officers to leave the service?—Quite so. A captain is in a false position; he is a target for every fellow to let a shaft fly at: and his desire is, "For God's sake let me know nothing of this! do not bring this before me."

3124. I understand you to say that officers, having made the sacrifice necessary to ensure their promotion to flag rank, would have to give their services in a seagoing ship at such a disadvantage to themselves that they are compelled to go on half-pay?—Yes; I should be delighted to be in harness all the time that I live, if I could be supported in my authority, and could afford it. Upon that point I may say that captains are very often placed in a very awkward position; they have to summon to their aid an amount of moral courage that does not often attach to men. For example, when meeting foreign ships abroad, we are often placed under most embarrassing circumstances as to the exchange of visits of courtesy, and offers of assistance, and so on; and we have to make a lame excuse about entertaining, that we have not the means of doing it.

3125. These considerations, you think, affect the supply of officers who are anxious to obtain active employment?—Very materially so; and I believe that they deter some of our most able officers from seeking service.

3126. Sir *John Pakington.*] You have spoken of 1,000*l.*; did you refer to that sum of 1,000*l.* as being, in your opinion, the cost of fitting out a ship?—No; I think that the cost of fitting out a ship may be half that amount, but to keep that ship going for the next three years you must double it again.

3127. Lord *Clarence Paget.*] Will you be good enough to state to the Committee the details of the 500*l.*, and the class of ship?—I can speak from my own experience, having fitted out a corvette some four years ago. If I had not had 400*l.* in my pocket I must have got into debt, for it took every penny of it to do it. For instance, a captain has to lay in a certain amount of wine, and I do not think that his wine-merchant would allow him to get clear under 150*l.* or 180*l.* He then has to go to the provision merchant, who will have a like demand to make upon him; and he has to equip himself with necessaries that he would not require on shore, and the money for all these must be advanced.

3128. What necessaries do you refer to?—Nautical instruments, uniform, and equipments generally.

3129. Sir *John Hay.*] And books?—Yes, of course, all those things. Then, again, stationery; we have to go into a large item of expense for stationery.

3130. Sir *John Pakington.*] Furniture, I believe, is now provided?—Yes; but any other persons would furnish plate, linen, and all things of that kind, for which we have to pay a high per-centage; but it has been reduced a few months past. I am certain that if I had gone to a Jew, and had said, "Furnish me with a certain amount of plate and linen, such as they would supply me with from the dockyards," I should have had it at a smaller per-centage than from the dockyard.

3131. Are not plate, linen, and furniture provided by the dockyards at a certain per-centage per annum?—Yes.

3132. What is that per-centage?—I believe it is 7 or 7½ per cent. Then there is another consideration, that the things which are supplied to us are of a perishable nature, such as glass and crockery; the first day that we go to sea a lee lurch will destroy half of it, but still we must pay a per-centage.

3133. Are you bound to replace broken things?—No; but until we have got a survey made of them, and our receipts from the dockyard officials, we are charged with them; and they cannot be replenished

replenished on foreign stations, as they are not in store on foreign stations: and then, notwithstanding all the per-centage that we have had to pay, we must put our hands into our pockets and buy things for ourselves.

3134. Take the case of the corvette which you commanded: what was the actual percentage per annum which you paid for the plate, linen, and furniture that were provided by the Admiralty?—I think it was 7½ per cent.

3135. What was the aggregate amount?—I have no recollection.

3136. About what was it?—I reduced my requirements to as low a scale as I could, but I cannot say what it was without reference to my papers.

3137. Lord *Clarence Paget.*] Was it above 10 *l.*?—Yes, considerably; I think it amounted to between 30 *l.* and 40 *l.* a year.

3138. Sir *John Pakington.*] Take the case of the corvette. As I understand you, an officer who is appointed to the command of a corvette cannot go to sea without an outlay out of his own pocket of 400 *l.*; and over and above that, he will have to pay 20 *l.* or 30 *l.* a year in the shape of per-centage to the Admiralty?—Upwards of 30 *l.* a year. Then there is another moth-fret in the garment: we are obliged to have a cook and steward, in order to provide dinners for such officials as we may fall in with, and we cannot get that cook and steward for the wages that their ratings will give them; we are taxed to the extent of 40 *l.* or 50 *l.* a year to get such servants as will come anything near the mark required for the two.

3139. Sir *James Elphinstone.*] Is any allowance made for stationery?—Only when a man may be senior officer.

3140. There is a very considerable deal of correspondence, is there not?—Immense.

3141. The difference between being on shore on half-pay and being on full-pay, is more than absorbed by having the command of a ship?—Yes; a man is in a worse condition on full-pay certainly, as he cannot control his expenses: when he is on half-pay he can go into a hovel, and there he is all right.

Captain Edward Williams Pilkington, called in; and Examined.

3142. Sir *John Pakington.*] On what List are you in the Navy?—I am a Captain on the Reserved List F. G.

3143. By what Order in Council was the Reserved List for naval officers, and upon which you are, created?—The Order in Council of the 25th June 1851.

3144. Will you state to the Committee the circumstances which led you to accept promotion to the Reserved List, and what advantages you expected to derive from that position?—There were various circumstances under which I accepted that appointment. I found it was a commission appointing me to a first-rate ship, the largest ship in the Navy of her class, a three-deck ship. It was stated in that commission that it was for my rank only. I was put on the Half-pay Reserved List. I had served a long time in the Royal Navy, for about 23 or 24 years, and I thought it was time that I should obtain my captain's commission. I had served my time at sea in command of a sloop-of-war, and had an appointment also to the Coastguard. I had had close upon ten years' active service as a commander. I then went to the Duke of Northumberland, who was First Lord of the Admiralty, and I stated my case to him. He requested that I would write it out and let him have it, which I did. I had already got it printed, and I placed it in his Grace's hands. His Grace said, "This is very voluminous." I replied that it extended over many years, and that in it was some very arduous service; indeed, such service as a perusal of my memorial would show that very few officers had ever performed the like. His Grace said, "I mean to read it," and he put it into his pocket. Shortly afterwards I received a letter from his Grace, which, with the permission of the Committee, I will read: "Admiralty, 29th July 1852. Sir,—In consideration of your good services, I shall be happy to select you for promotion to the Reserved List of Captains, as provided for under the Order in Council of the 25th June 1851." I took some time to consider this. I wanted to see what this Order in Council was, because I was a perfect stranger to it; and I saw that all those officers who had served long and well were to receive promotion to the rank of captain, in lieu of the system of brevet promotion which had hitherto been adopted in the Royal Navy; and I concluded from that, that the commission which was given to me (and which was precisely the same as was given to captains on the Active List, appointing them to the same first-class ship in the Navy), would give me the same benefits which they derived from the service. I find that in the Navy List there are three classes of captains—the first 70 on the Active List, the next 100 on the Active List; and all the rest on the Active List are provided for under three different classes of pay, but there is no provision whatever made for me in this Reserved List. I have no pay at all, if I may say so, awarded to me; and therefore, as I see that I hold the same commission as the active captains, I naturally conclude that I must come into the same category with them; and I take my station with the rest, commencing at the lowest scale of advantages or pay, thinking that I shall then rise up gradually, as they do, until I attain my flag rank and the highest rate of pay. There are other advantages which I perceive, but which I did not know of at the time. No specification was given in his Grace's letter to me, and I was left rather in the dark as to what my emoluments and advantages were to be. I look to the next retirement of officers, which is under the Order in Council of 1840; and I see that there is an express stipulation that they shall never rise higher in rank, and that they shall remain on the same scale of pay as the lowest officer and lowest captain in the service. The question was asked then, "Will you accept your promotion under these circumstances?" I had in 1847 a long form to fill up. I would not accept it, and many of the officers on the Reserved List refused it, because it did not better their situation, except by a very trifle. Consequently, we were led to suppose, then, that as they had refused this, it was necessary that something better should be made out for them; and a Special Order in Council

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cil was then made to meet the urgency of their case, to satisfy those officers, and to meet their claims equitably, that they should be placed upon the same footing as if they had been made by brevet.

3145. Is that retirement under the Order in Council of 1840, to which you are alluding, the List called F. G.?—No; it is the H. I. K. List; but it was not good enough for me; I did not think that it met my claims equitably; and, therefore, under those circumstances, and as there had been no provision made for us, other than what is down for the active captains, the three classes of them, it was not until the year 1856 that any provision was made for the reserved captains.

3146. By the retirement you accepted, you found yourself in no better condition?—No; these are the circumstances: upon the faith of that, I thought that I should rise to the highest class; my commission conferred upon me the rank of a captain of a three-deck ship, and upon the faith of that I accepted this commission: but the man who accepted it at the same moment that I did, and was promoted to the H. I. K. List, was expressly told that he should never rise any more; no stipulation of that kind was conveyed to me; on the contrary, I was then led to suppose what I have stated, and I have letters from officers who have been misled in the same manner. I thought that I had done all I could in the service; there was a disposition to infuse young blood into the Navy, and I said, "I am willing to let you go by; I will not interfere with you;" nor have I. Under these circumstances I accepted the commission which was given me, and the rank of captain.

3147. What difference is there between the commissions granted to reserved captains, and the commissions granted to active captains?—None whatever; they are both appointed to the same ship. On the 7th of November 1846 there were 38 commanders all appointed to the "Royal William." The retired captain on the H. I. K. List has no commission at all; but a letter is sent to him from the Admiralty, stating that he is promoted; he is not actually put into commission, as I am.

3148. Was any scale of pay mentioned for the reserved captains in that Order in Council?—None whatever, but we never found that out until the year 1856, and then the pay was drawn up; we saw, then, the error that we had fallen into, and I have bitterly regretted it ever since.

3149. Lord *Clarence Paget.*] What rise in pay did you obtain by the promotion?—I call it 6*d.* a day, as I should have had 10*s.* had I remained a commander; many had that. I have now only 10*s.* 6*d.*, and 3*d.* by Order in Council of 1860.

3150. Sir *John Pakington.*] Has the position of the captains on the Reserved List been in any way recognised by the Admiralty?—It has been so far recognised that they have had the captains' out-pension at Greenwich Hospital; there are two officers on the list who have had that, and several, four or five, have had the commanders' pension; and their widows also have been raised to the same standard as the widows of active captains.

3151. Do you find, practically, any difference between your position and that of a captain on the Retired List?—I find, now, that I am in the same position.

3152. You consider that you are in the same position as if you were on the Retired List?—I see no difference.

3153. Was that your expectation?—Certainly not; I filled up the form with my age in 1846; I suppose that that was a sort of feeler, to see whether I would take the retirement or not.

3154. Was it your expectation, in electing to go upon the Reserved List, that you would still be open to employment?—Certainly; I have a letter here which encouraged me to think that I should be employed; we were never denied employment; and when the Russian war broke out I wrote to the Admiralty in these words: "Sir,—I have the honour to acquaint you, for the information of my Lords Commissioners of the Admiralty, that I am willing and desirous to serve either afloat or on shore at any time their Lordships may be pleased to entrust me with a command." The answer to that is: "Sir,—I have received and laid before my Lords Commissioners of the Admiralty your letter of the 21st instant, requesting employment. (signed) *John Jones Dyer*, pro. Sec." If the Admiralty did not intend that I should be employed, surely they would have told me so; I was not satisfied with this, and I wrote another letter; I thought there was an opening to get employment, and I wrote another letter to the First Sea Lord, who was a friend of mine, and a friend to many officers in the Navy, I am happy to say; and the First Sea Lord wrote to me in these terms: "Dear Sir,—I have to acknowledge your offer of service, which I will put before the First Lord when he is appointed." It appears that there was an interregnum just at that time, in 1855. I thought, from the letter which I have just read, that there was a little opening for me to get employment, and I wrote another letter to the Admiralty, wherein I offered to take charge of the stores in the harbour of Balaklava, to go overland, if necessary, *viâ* Marseilles, without any pay or emolument, provided that I should have my passage paid for me; and I hoped that their lordships would consider my case. This letter was forwarded to Sir Richard Dundas, and he answered it, telling me that he was very sorry to say that no more officers were to be sent out to Balaklava, but that the hitch was with the Army and not with the Naval Department. Those were the three applications that I made, and three answers were sent to me, distinctly acknowledging, as I supposed, that I might be employed if need required. This is the letter I wrote, and to which I have just referred:—"Sir,—I have to request you will be pleased to acquaint my Lords Commissioners of the Admiralty that, should they require an officer to take charge of the harbour of Balaklava, I am ready and willing to undertake that office, and to receive and distribute all stores consigned to that port for the army in the Crimea, as well as any other duties their Lordships may deem fit to entrust to me. I would waive all claim to pay or salary, and only require my expenses to be reimbursed me. If necessary for the immediate performance of any duty of this description, I would proceed overland *viâ* Marseilles, or by any other route their Lordships might be pleased to direct."

3155. I understand that the ground of complaint which you are now alleging to the Committee is, that in accepting the Reserved List you thought you should be still open to employment; that a war broke out; that you made three applications,

plications, and those applications were not entertained?—Yes.

3156. And that on the Reserved List you are precisely in the same position as if you had gone on to the Retired List?—Yes; I find it to be so now.

3157. Do you consider that, practically, the deprivation of further employment has placed you in a position of professional disadvantage?—Undoubtedly it has; had I remained as a commander I might have obtained employment in the Russian war, and I might have been made a C.B.; it was possible.

3158. If you had foreseen all these disadvantages, or the possibility of being made a C.B., would you have accepted the Reserved List that you have taken?—I would not.

3159. I presume that you would not have accepted the rank of captain on the Reserved List if you had known that you would not be entitled to rise in rank and in pay?—No; because my commission told me differently.

3160. How would you have bettered yourself by remaining as a commander?—I could have obtained employment in the Russian war, and I could have got the Ordinary, or various appointments.

3161. How, in your opinion, were the reserved captains affected by the Order in Council of August 1860?—We were not at first allowed to take advantage of that; we were not allowed to retire at the age of 60, as the active captains were. Then a scale, I think, of servitude extended to them, and they were allowed to participate in the scale of retirement, I think, as it was called.

3162. When did you first discover that you would be deprived of all these advantages that you anticipated when you accepted the offer made to you?—I never knew it till the head of our list came to claim his next advantage.

3163. Lord *Clarence Paget.*] In 1856?—Yes. Captain Gordon, I think, was the first. When the senior captain on the Reserved List arrived at that period of seniority that would have entitled him, had he been on the Active List, to go to another grade, he applied for it and was refused; and then we found that we were in a wrong position. This was in August 1859; not in 1856.

3164. Sir *John Pakington.*] What are the claims that you think, as a captain on the Reserved List, you might justly have made?—The Order in Council says that my claims are to be met equitably.

3165. What are your claims?—Length of servitude, and the nature of my service.

3166. To what do you think that length of service, and the particular nature of your services, fairly entitle you?—To be measured by the standard of other officers who are higher in rank. And when we speak of officers deriving "equal" advantages, we suppose that there will be 10 in one scale and 10 in the other, and that one shall not preponderate.

3167. At the time when you accepted your position, I presume that you did not foresee the Russian war?—No.

3168. Supposing that no Russian war had occurred, in what respect has your position been made worse by having accepted your rank?—I was deprived of appointments that might have been given to me on full pay, as a commander. I was a young man then.

3169. Irrespectively of the Russian War, do you think you have reason to feel that you were misled, and are you dissatisfied with having accepted the rank of captain on the Reserved List?—Yes; because my claims are not met equitably; there was a special Order in Council to meet my case: the Order in Council which was then in existence of 1840, did not meet my case.

3170. What list are you now referring to?—The H. I. K. List, the Order in Council of 1840.

3171. What Order in Council was it that was passed on purpose to meet your case?—The Order in Council of 1851; there was an Order in Council open, and they might have put me on that, if it was compulsory; but there must be something better to meet the claims of those officers who had served long and well.

3172. You think that it did not meet your case?—I think it has not been equitably met; the word "equitable" conveys a very extraordinary sense, and a sense which I am very unwilling to go into, because it would be invidiousness.

3173. I do not think that you have clearly stated what are the specific grievances of which you complain; or the exact nature of the claims to which you refer?—I think I stated that under the circumstances which led me to accept the promotion offered to me, I was led to suppose that I should rise in rank and pay the same as the active captains, by virtue of my commission given to me as a substitute for the brevet.

3174. Supposing those claims now to be conceded, would that injuriously affect the officers on the Active List?—Not at all; and I will tell you why. In the first place, we have cleared the list for them; we have made room for them; we have not stopped the current of promotion; we have stepped on one side, and not only that, but the only reason for placing these officers on a separate list was not to swell the Active List with officers who could not continue long in the service; that is in the Order in Council; so that the active captains ought to be, and I have no doubt are, very much obliged to us for having moved out of the way. When the officers on the Captains' List get up to an increase of pay, and an increase of advantages, we do not interfere with them at all, because if there are only 100, and one dies, they become 99, and a man goes up one step; and we do not stop him, because we are specially provided for. I think it was ascertained how much, if our claims were conceded, it would cost in addition to the Navy Estimates. We are put on a Supplemental List, and consequently there must be a supplemental provision made for us, and so we stand aloof from the Active List. I cannot see that if our claims were conceded we should be interfering with the rights and privileges of the active captains or commanders, as we are not in the same list. We should entail a greater burthen upon the country, no doubt of it, for a time, and the Navy Estimates would have a supplemental estimate now attached to them in order to meet these claims.

3175. Sir *John Hay.*] I do not think you have alluded in the evidence you have just given to the inducements which were held out to you in consequence of the list being called a Reserved List?—The meaning of the words "Reserved List," was never explained to me, and the consequence is that I can only put my own interpretation on them, and consider myself as "retained" for active service at any future time, but not "retired"

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"retired" from the service as the officers on the H I. K. List.

3176. There being no explanation offered to you at the time, you naturally imagined that that which was a Reserved List was not in the character or nature of a Retired List?—Decidedly not.

3177. Is that opinion generally shared by the officers on the Reserved List?—It is so; and I have letters to show that.

3178. Sir *James Elphinstone.*] What was the limit of your expectations?—That is a very difficult question to answer. I look at the list and I see what So-and-so has got; he has got a very great emolument, and I measure my services as double his, and yet I find that I have not got half what he has got.

3179. Setting aside your services under that Order in Council of 1851, to what point did you expect to rise?—I suppose to reserved admiral.

3180. On 18*s.* a day?—According as that might be; I have letters here that bear upon that very point, if I might read them, showing that the officers on the Reserved List were told that they were to rise to the rank of admirals; there are several officers on our list who have had information from a high quarter that they should rise.

3181. Mr. *C. Berkeley.*] I understood you to say that you were offered a retired captain's promotion under the Order in Council of 1840?—No, I was not exactly offered it; I had a form sent down to me to fill up.

3182. When did that correspondence take place with you about it?—In 1847.

3183. You had been some time on the Commanders' List?—Yes; 17 years.

3184. How long had you been on the Commanders' List when you were promoted to be a reserved captain?—Twenty-two years.

3185. How long was it since you had been at sea?—About 20 years since I commanded a sloop of war, and nine months since I completed eight years as commander of coast-guard, with my sea time allowed according to the scale. There were 917 commanders on the list, and 850 of those could not get ships. I was then on half pay, which I deplored very much indeed, and I strove to get employment. I got an appointment to the coast-guard, which I thought myself very lucky in doing, because I was led to suppose most undoubtedly that in the coast-guard service my time would count.

3186. The coast-guard then being under the Treasury?—Yes; but the very first paragraph in the Coast-Guard Instructions is this: "This service is essentially naval." We are appointed by the Admiralty; we are ordered to wear the uniform of our respective ranks, and I had an order sent down to me to supply a body of men to go to Ireland in men-of-war; they had not signed an agreement to serve, but I got them all ready to send. I had to teach them the great gun exercise, and a gunner from the "Excellent" came down. I was told in the year 1860 that all that service goes for nothing: that is, one year out of three only is allowed.

3187. I understand you to say that you have not been in active sea service or any service, except the coast-guard, since the year 1832?—Yes.

3188. How long had you been in command of the "Rose"?—Nearly two years.

3189. You were promoted, I believe, on a death vacancy?—Yes.

3190. How long were you a lieutenant?—I was a lieutenant, I think, for about five years.

3191. You had six years' sea service as a commissioned officer?—Yes, and more, allowing coast-guard time per scale.

3192. Are you aware that in the scheme called Sir John Hay's scheme it is proposed to amalgamate the List of Reserved Captains with the List of Retired Commanders, and, with the rank of captain, the H. I. K. List?—Yes; I think there is something of that sort, with increased advantages to us.

3193. Would it be satisfactory to the officers on the Reserved List to be amalgamated with the Retired List?—I am not sure whether they would be satisfied with it or not. There was a scheme according to service that some of them have got, but they accepted it under a sort of protest; I think that we should be very cautious how we refuse anything that Her Majesty offers to us; we are in duty bound to take what we can get; I have always done it; but I am not prepared to say whether the reserved captains, as a body, would be satisfied with that amalgamation.

3194. You stated, I believe, that the commission you received was the same as the commission given to a captain on the Active List?—Yes.

3195. With the exception of the words written at the foot of it?—Yes; "for rank only." I was on the Reserved List; he was on the Active List.

3196. You received that commission after you had signified your acceptance of the offer made to you?—Yes; I was some way down the list, and I knew what it was.

3197. There were 14, I think, above you?—More than that.

3198. Can you give the Committee any idea as to how many of those officers had served at sea, besides yourself, as commanders?—There was Captain John Reeve, who served in the battle of Trafalgar, and in the battle of Copenhagen.

3199. I mean as commanders?—I cannot give you that.

3200. Will you turn to the 27th paragraph in Sir John Hay's plan?—The 27th paragraph of Sir John Hay's plan runs thus, "Officers placed on the proposed Retired Captains' List, from the present Reserved List F. G., will receive 20*s.* per diem retired pay, and will be allowed to rise to flag rank by seniority." That is very good indeed; most undoubtedly I should accept that.

3201. Irrespectively of rising to flag rank, do you approve of being amalgamated with the retired captains?—I cannot tell you collectively; I can tell you individually. I cannot answer for the feelings of my brother officers; but as this stands here, I think they would be wrong if they did not accept it; for one, I would be very happy to accept it according to that paragraph.

3202. Mr. *Ayrton.*] You accepted your promotion, as I understand you, under the Order in Council of the 25th June 1851?—Yes.

3203. The Order in Council of the 1st August 1860 contains this declaration "Officers who may be thus placed on reserved half-pay will be allowed to retain all the advantages they now enjoy of rising in pay or rank, or of receiving the Greenwich out-pension"?—Yes, we look for that.

3204. Is it under that clause that you consider you are entitled to rise in rank and pay the same as if you were upon the Active List?—Yes, by the

the commission I hold as first-class captain in the Navy.

3205. Under the former Order in Council it would seem that you were not required to serve as a captain, but to offer to serve?—Yes.

3206. Then it appears that you did offer to serve?—Yes.

3207. According to those two Orders in Council, it would seem that you would be entitled to be promoted to the rank of flag officer when you arrived at a certain standing?—Yes.

3208. Why is it that you say you are not entitled?—I do not say that; I say that I cannot get it.

3209. Have you been told that you are not entitled?—It has been refused to one, the head of the list.

3210. Upon what ground?—That the Order in Council did not contemplate such a proceeding.

3211. But the Order in Council expressly says so?—That is our interpretation of it.

3212. Under what Order in Council were you required to serve afloat a particular time as captain; that of 1851?—No; you are required to serve long and well only in that Order in Council; it does not require you to serve afloat.

3213. Therefore, in the language of this Order in Council of 1851, you are entitled to be promoted to the rank of captain, having offered to serve in that rank?—I think so.

3214. Sir *John Hay.*] The captains on the Active List are not required to serve one day to attain the rank of reserved admirals?—No.

3215. I understood you to say, that under the same rule you, as a reserved captain, having the rights and privileges of an active captain, as you imagined under that Order in Council, were entitled, at a given time, to ascend to the rank of reserved admiral?—Most assuredly; the only qualification required in that Order in Council is that we should have served long and well. The Admiralty would be a sufficient judge whether an officer had served long and well; if he had not they would never put him on the list.

3216. Mr. *Ayrton.*] Are the Committee to understand, that when you accepted this promotion to the rank of captain, you did so under the conditions prescribed by the Order in Council of the 25th June 1851?—Yes.

3217. And your grievance is, that that condition has been altered since you accepted the rank of captain?—It has been so far altered that we were never thoroughly acquainted with its intents and purposes at the time, which ought to have been done as it was done in the case of the other captain who was promoted under the Order in Council of 1840; he was told what he had to trust to.

3218. What official act is it that you complain of; is it that you, after you retired to the rank of captain——?—I did not retire; I was reserved.

3219. Then another Order in Council was made, requiring every officer to serve in the rank of captain, in order to get his flag promotion; was that so?—I do not understand that; certainly not in my case.

3220. Is it not now the rule of the service, that an officer must serve a certain time to obtain flag rank?—Certainly, but not reserved rank; if he has not served he is placed on the Reserved List.

3221. Is it now the rule of the service that a captain must serve in that rank afloat, in order to become entitled to flag rank?—Yes, for five years he must serve actively afloat to gain his active flag rank.

3222. If you were to be promoted in the same way as if you had remained in the service, and as, if you had remained in the service, five years' service would have been required of you, you must have given that service to get promoted?—To get my active flag, not my yellow Admiral's flag.

3223. The Order in Council requires, or directs, that you shall be promoted in the same manner as if you had not been reserved. If the rules of the service now require that you should serve five years in order to be promoted, you must serve five years in order to be placed on that footing?—As an active admiral; as a reserved admiral, you have no occasion to serve at all. Those captains who are on the Active List, and who have not served their time, are turned off on the Reserved List of Admirals.

3224. Do you mean that a captain who has never served, if he remains on the Active List, may be promoted?—Yes; he goes off according to seniority. The moment he gets to the head of the list, if he has not served as a captain, he is put on the Reserved List of admirals whenever a vacancy occurs.

3225. You would claim to be put on the Flag List when you arrived at the head of your Reserved List?—Yes; still keeping the line of reserve, we do not get out of our track.

3226. Sir *Francis Baring.*] You were promoted from the rank of commander to captain on the Reserved List?—Yes, by Order in Council of 25th June 1851.

3227. The Order in Council to which you have alluded deals with two classes of commanders, those who were promoted to be captains, and who were placed on the Reserved List of captains?—Yes; it deals with old commanders who had served a long time in the service.

3228. It was under that part of the Order in Council under which you were promoted?—I was promoted under an Order in Council, a special Order in Council, which was obtained to meet my case, and to meet the claims of old officers.

3229. It was a general Order in Council meeting your case, and that of a great many other officers?—It met the case of the commanders that I am alluding to of my own rank.

3230. Some of the commanders were promoted for their good service, as you were, and some of them were set aside on a Reserved List, still remaining commanders?—Yes, some were retaining their rank.

3231. A certain passage has been read to you, and you were asked whether that applied to you?—Yes, it has been read.

3232. Will you have the goodness to recollect whether that does not apply to the class of commanders who were placed on the Reserved List, and not to the class of commanders who were promoted?—The Order in Council would apply to both, if you mean the Order in Council of 1851.

3233. Are these the words under which you claim your promotion: "Officers who may be thus placed on reserved half-pay will be allowed to retain all the advantages they now enjoy of rising in pay or rank, or of receiving the Greenwich out-pension"?—Yes, if that part of the Order in Council extends to me.

3234. Who were those officers who were thus placed on reserved half-pay?—Those who had not

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not served afloat, or in the packet or revenue service, within 20 years.

3235. Are you placed on reserved half-pay as a commander not having served afloat, or in the packet or revenue service, within 20 years?—No;

3236. I will read to you the whole sentence, and then ask you whether it applies to you or not: "By placing on reserved half-pay all commanders who have not served afloat, or in the packet or revenue service within 20 years, or who are physically incapable of service, and by continuing from time to time to remove such officers from the Active List to reserved half-pay. Officers who may be thus placed on reserved half-pay will be allowed to retain all the advantages they now enjoy of rising in pay or rank, or of receiving the Greenwich out-pension." Were you placed on the Reserved List as a commander?—Not at all.

3237. Then those words do not apply to you?—Not to me; they have subsequently applied to officers in the year 1860; I was promoted in 1852.

3238. I will turn back to that class of officers in which you are to seek promotion: "While my Lords have recommended the abandonment of the system of brevet promotion in future, they are nevertheless desirous of meeting the claims of old officers who have served long and well, and who seek their promotion rather as a reward for past services, than in the expectation of further employment. To meet these claims equitably, and, at the same time, not to fill the Active List with officers who cannot long continue fit for service, their Lordships will promote by selection 50 commanders to the rank of captains." That does not use those words of promise that they are to continue to rise?—Not if you cut it off in that manner; you have added that on; you say that it is all under one Order in Council.

3239. What are the words upon which you rely in this Order in Council which promised officers that they should rise and have the same advantages as if they were on the Active List?—I took the offer made to me at the time, upon the faith that I should be put on a higher list, one after the other by seniority, until I advanced to the top of the tree, and then be a reserved admiral; my commission appoints me to a first-rate ship, and gives me the rank of a first-class captain.

3240. Do you rely upon the words that I read to you before, or is there any other promise that you rely upon?—My promotion is just the same as if it was by brevet; brevet was abandoned, and this system of promotion was substituted for it, consequently, I claim all the advantages that I should otherwise have had.

3241. If you had served you might have been promoted to the rank of captain?—I might have been promoted without a Reserved List, because I had served my time at sea.

3242. Not by a brevet promotion?—Yes, it came out, and I applied for it in 1846, and I was very nearly getting it.

3243. If you had declined the offer to be put on the Reserved List, you might have been promoted to the rank of captain?—Yes, an active captain.

3244. You were asked how many officers there were who went upon the Reserved List, and who could not have been made captains on the Active List?—I do not know how many there are.

3245. But you know that there are some?—I say very probably that there are; but upon my honour I do not know. I have only heard that from hearsay. If you ask me the question, I say that very likely there are some who have not served their time; I only go by this, that they never would have been upon that list if the Admiralty had not considered them qualified for it.

3246. But they were not eligible for promotion to the Active List if there were such persons?—No, not unless they had served their time.

3247. If there were any of those officers who were promoted to the Reserved List, those officers could not have been on the Active List?—No; either brevet or no brevet, if they have not served their time; I know that; they might have been very meritorious officers nevertheless, because this Order in Council was specially framed to meet the claims of meritorious officers, and therefore the Admiralty, who can do no wrong, never would have promoted them had they not been deserving.

3248. They could not have promoted them to the Active List?—No; they promoted them to the rank of Reserved Captain; the Active List was totally denied them; but I was not denied, nor were those who had served their time.

3249. Is it not rather unreasonable to suppose that the Admiralty should have intended to give to those officers who could not be promoted to the Active List, all the advantages of being on that list?—We cannot dive into the intentions of the Admiralty; we do not know what those intentions were; but the Order in Council tells us that the intention was to meet their claims equitably, and that they should have equal justice dealt out to them; as to other officers in the service, I am no judge of whether they are deserving or not.

3250. You have told the Committee what a reserved officer means, and did it never strike you, when you were offered promotion, what the advantages would be?—No; we are told so-and-so; we are given a commission, and we are put upon the Reserved List with a first-class commission. I have been a captain of a first-class ship in the Navy.

3251. Did you never ask the question whether you were to rise or not?—Not at all; we took it for granted; there was no provision made for our pay, and, therefore, we put ourselves in the category of the three classes of captains on the Navy List; it was only five years after the Order in Council came out, when the veil fell from our eyes, and we saw the error that we had committed, at least I did, in accepting the offer.

3252. Do you recollect whether there was not a considerable number of officers promoted at first who had not served for 20 years?—I do not know who they are.

3253. I mean some of the commanders who were promoted to the Reserved List, who had not been in any sort of service for 20 years?—I do not know; the Admiralty were the best judges of that when they appointed them.

3254. Have you examined the lists pretty closely?—No; but of course the Admiralty would make a strict investigation before they appointed officers to this Reserved List.

3255. It has been stated, not alluding particularly

ticularly to your own case, to be a great hardship that those officers should have lost so much by accepting this reserved promotion: supposing that I am right in saying that there were several officers, more than one or two, who had not served for 20 years, and who accepted promotion to the Reserved Captains' List, what would have happened if they had refused it?—They would have remained where they were; they might have got further employment if they liked; but they could not expect any more promotion, unless they had served the necessary time to qualify them for the next rank.

3256. Did not the Order in Council say that if a commander had not served for 20 years he should be put on the Reserved List without promotion or further advantage?—Yes, if you cut off the Order in Council of 1860.

3257. That is the Order in Council of 1851, is it not?—Yes; but, as you say, it is part of the "further retirement" of 1st August 1860; he is to enjoy further advantages.

3258. Then, in point of fact, the great hardship that those officers would have had to complain of, if they had refused the promotion, would have been that they would have been put on the Reserved List without promotion, or any further advantages?—Yes.

3259. Was that a cruel case?—That depends a great deal upon what services they had performed; I certainly cannot profess to be a judge of their services; no doubt the Admiralty duly weighed them and considered them before they put them in that position; they must have done so, otherwise they would never have attained it.

3260. Do you consider that you have a right to be a reserved admiral?—Yes, and to go on; such has been my idea.

3261. Do you think that those who have not served a year as commanders would have the same right?—I cannot tell you; when a captain comes to the top of his list, and is not qualified for his next rank, he is put on the Reserved List of admirals, with an enormous increase of advantages; but when a commander has served his time, and is qualified, he is put on the next rank with 6*d.* a day.

3262. Sir *James Elphinstone.*] The advantages that you derived were the rank of post captain and 6*d.* a day?—Yes, I call it so.

3263. You stated that you had since that time received an addition of 3*d.* a day?—Yes.

3264. For what reason was that?—I do not know that; I was never told; I found it in the Pay List, making 10*s.* 9*d.*

Veneris, 5° die Junii, 1863.

MEMBERS PRESENT:

Mr. Ayrton.
Mr. C. Berkeley.
Sir James Elphinstone.
Mr. Finlay.
Sir John Hay.
Mr. Maguire.
Sir William Miles.
Lord Clarence Paget.
Sir John Pakington.
Mr. Scourfield.
Sir Harry Verney.
Mr. Walpole.
Sir Henry Willoughby.

THE RIGHT HON. SPENCER H. WALPOLE, IN THE CHAIR.

Captain GEORGE HENRY P. WHITE, called in; and Examined.

Captain *G. H. P. White.*

5 June 1863.

3265. *Chairman.*] I BELIEVE you are on the Retired List of Naval Captains?—I am at present.

3266. Are you on the list called the T List?—Yes; I am on that List, in consequence of the Order in Council of August 1860, from the first of this year.

3267. When were you retired upon that list?—The first of this year.

3268. Then, that is a retirement on account of age?—Yes, so it is said.

3269. Has that Order in Council of 1860 operated disadvantageously or not, to any officers in the Navy?—Decidedly, I should say.

3270. Will you explain to the Committee in what way you think that Order in Council has operated disadvantageously to those officers?—If the Committee will allow me I will, in as few words as I can, state my own case, which is also that of all officers who have been affected, or who may hereafter be affected, by the Order in Council of 1860. After serving in Her Majesty's Navy for 22 years, with an unblemished character; and, in fact, receiving on every occasion the most flattering testimonials from the officers under whom I had served; and, on several occasions, receiving the thanks of the Admiralty for my zeal in conducting Her Majesty's service, when I became a post captain I naturally expected that I should have had a chance of serving afloat. Ever since I became a captain, I have never ceased to solicit active employment, and more particularly, when anything was likely to be done. Just prior to the Russian War, I went to Woolwich to study steam. But when that war actually broke out I let my house in Devonshire, and at a very considerable expense, and no little trouble, came up to London, to be near the Admiralty, so as not to leave a stone unturned to effect the object I had in view, and that was active employment.

3271. Did you obtain active employment in the Russian War?—No; but to illustrate what I more particularly wish to arrive at, I will further state, that after receiving the highest testimonials from the officers under whom I had served, and had also (on several occasions), the thanks of the Admiralty for my zeal and professional abilities, I naturally thought, and still think, that it was a very hard case, with nothing against me, but, on the contrary, everything in my favour, that I could not obtain active service. To put it in a clear light to the Committee that my conduct as an officer was deserving of praise, I will merely relate two circumstances which occurred to me in my professional career. The first was when, as acting first lieutenant, I paid off the "Fly" brig, in the year 1825. The way in which that was done was so pleasing to the Admiralty, that they wrote down to the Commander-in-Chief, the late Sir George Martin, to thank me publicly for the exceedingly high state of discipline and order in which that vessel had been paid off. On my going to town, I waited upon the late Sir John Cockburn, who was the First Sea Lord at the Admiralty, and he was pleased to say to me, "Mr. White, everything that you have done lately has given the Admiralty very great satisfaction. I can only say, if you go on as you have begun, I will see you through the service." Had not an order been issued, which although good for the service, was prejudicial to me at the time, and that was, that all lieutenants should serve two years afloat before they could be made commanders, I should most likely now have been a vice-admiral on the Active List.

3272. I do not understand you to complain of that order?—No, not at all. It was good to the service, but prejudicial to me.

3273. I understand you not to complain of that requirement of two years' service for a lieutenant before he can attain the rank of commander?—No; I should wish to have it increased.

3274. You think that that is advantageous to the service?—Yes, decidedly.

3275. Taking for granted that you are a deserving officer, in what way do you consider the Order in Council of 1860 has operated disadvantageously in your case?—Simply in this way, that as an officer who was perfectly fitted for active command in every way, and I believe I am not unfitted now, for I have health, thank God, and was always exceedingly fond of the service, it was exceedingly prejudicial, and, moreover, dreadfully annoying to me, and to an officer who had deserved, as I say, the thanks of the Admiralty on several occasions, that I should be put on one side.

3276. The disadvantageous part of that order to you was, the introduction of a compulsory system of retirement for a captain who had attained the age of 60?—Yes,

3277. That being so, do you think that the principle

principle of compulsory retirement at the age of 60 having been imposed by the Order in Council of 1860, was a good or a bad alteration for the general efficiency of the service?—Had the Order in Council affected all classes of executive officers, I should say it would have done great good to the service. In fact, I believe I was the first officer that proposed a plan, somewhat similar, to Sir John Pakington, when in office at the Admiralty.

3278. In principle, you approve of the Order in Council?—Yes, decidedly; I think that there should be a compulsory age of retirement for all officers.

3279. How would you have prevented the injurious operation of that Order in Council upon officers like yourself; would you have made it more gradual for them than you would have done afterwards?—No; I do not think it was necessary to do that.

3280. Assuming it was for the good of the service, and you say that it was, that there should be such an order, how would you have prevented the injurious operation of it upon able officers like yourself, who were willing to serve, but who could not afterwards obtain their flag rank, in consequence of that Order?—If, at the same time that captains were forcibly retired at 60, admirals had been also retired at a certain age, the evil would have been somewhat lessened.

3281. It is the unequal operation of the Order in Council which you complain of, rather than of the introduction of the order, as applicable to your rank?—Yes, I was perfectly fit for service at 60; I was forcibly retired when admirals of the age of 80 still remained on the Active List; that is what I complain of, and what all captains complain of.

3282. After that, I need not ask you whether you would like an extension of the principle of that Order in Council to the Flag List?—Yes, decidedly so; I should like to see it, because a regular flow of promotion would be the consequence, and the only way by which the Navy could be put into an effective state.

3283. Is there any other way in which you think that Order in Council of 1860 has operated disadvantageously to officers in the Navy?—One of the worst parts of that Order in Council, and which was peculiarly galling to me, was this, that while I, who happened to be at the time on the 12*s.* 6*d.*, or second grade of half-pay, because subject to the pains and penalties of that Order in Council, officers on the 14*s.* 6*d.*, or first grade of pay, were not subject to it; that I thought exceedingly hard.

3284. You think that the second way in which that Order in Council has operated unequally and disadvantageously has been in the effect it has produced with respect to the different classes of Retired Captains?—Yes; in fact, it was a partial order.

3285. Is there any mode of remedying that, excepting by making that partial order general in its operation?—The only thing I see that could be done is, that there should be (as I proposed some years ago) an effective retirement of all classes of officers; but one of the great things which I complain of, and all officers situated like me, is this, that when I attain the rank of rear-admiral (my birthright, when I became a post captain), I am to be mulcted of the pay of that rank; in fact, punished for not doing what would have rejoiced me to have done, had it been in my power.

3286. Is there any other observation that you wish to offer to the Committee as to the retired lists of Captains?—I conceive that all officers subject to that Order in Council, who have not declined service, but, on the contrary, have striven all they could to obtain it, should not only receive their rank of Admiral when they arrive at the top of the List, but they should receive the pay; that is, I think, the least thing we can possibly ask.

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3287. Those are the different modes in which you think the Order in Council of 1860 has operated disadvantageously and unequally among the officers of the Navy?—Yes.

3288. With regard to the question of promotion and retirement, which is now under the consideration of the Committee, is there any other observation or suggestion that you wish the attention of the Committee to be directed to?—In allusion to the Admirals' List my idea is, that it should not be reduced too low. I think that 60 is, perhaps, rather too small for the requirements of the service.

3289. Some witnesses have stated to the Committee that they think the number of officers on the Admirals' List ought to be 70 on the Active List, and some witnesses have put it as high as 75?—I should say about 70 or 75.

3290. You seem to concur in the general opinion of the witness examined before this Committee, that the number of 70 on the Active List would be better than 60 as proposed by Sir John Hay's plan?—Yes; and I will give you my reason for it, which is simply this: that in our service it is absolutely necessary to have a large number of junior officers; consequently, if the list of active admirals be reduced very low, the prizes of our service, which are very few, would become fewer and fewer; for every officer, naturally, who enters the service looks forward some day or other to have his active flag; therefore reducing them too low would be prejudicial to the interests of the service, in my opinion.

3291. Sir *William Miles.*] Will you be kind enough to state the number of years you have served in each grade in the Navy?—I served eight years as a midshipman; 13 years as a lieutenant, and about two years as a commander.

3292. Then you have had in each rank of the service an opportunity of thoroughly investigating and understanding what are the particular wants of the different grades of the service?—Yes.

3293. Have you ever taken into consideration whether in order to prevent an undue flow of cadets into the Navy, it would be possible to employ warrant and petty officers in some of the duties now performed by cadets and second lieutenants?—I am rather opposed to that plan, and I will tell you why: because as a midshipman with little petty commands (I remember when I was very proud of being the commander of the jolly-boat), we picked up an immense deal of information, practical information, which we could not possibly have obtained under any other system; not but what there might be certain cases when petty officers might be employed in those duties which midshipmen formerly performed.

3294. If it has been found that the numerous entries of cadets has led to clogs in the Navy, which have been only removed by Orders in Council, if you employed petty officers and warrant officers to perform the duties, it must be done on some particular and stated plan, must it not?—No, I do not think that that is at all necessary;

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it would be this, when the occasion required it, that a captain might use the services of those petty officers; but I should be very sorry to see it introduced into our service as a regular thing, speaking from my experience, which has been tolerably large.

3295. Have you ever turned over in your mind the propriety or not of employing cadets from college in sea-going ships, and that the entries should not take place actually into the Navy till they were 17 years of age?—I think that that would be very advantageous.

3296. How long would you require them to serve, supposing the entry to take place at 17, and they became midshipmen or sub-lieutenants, until they might be promoted to the rank of lieutenants?—They would be so well prepared that it would not be necessary to serve more than three years, I should think, as midshipmen; but I think that every officer should serve at least three years as a sub-lieutenant.

3297. Supposing they enter at 17, having served as midshipmen and sub-lieutenants for six years, how would you then promote them to the rank of lieutenant?—They must be promoted as officers have been heretofore promoted.

3298. In what way do you think that should be done, by selection or by rotation?—I think that selection is the best under the circumstances.

3299. That being the case, for what period should they serve as lieutenants before they were allowed to take the rank of commander?—I should say for at least double the time that they now do, that is four years.

3300. Would you make any alteration in passing from the rank of commander to that of post captain, or would you still approve of selection, supposing they had served their time?—Selection, certainly.

3301. Sir *James Elphinstone.*] You propose that a young man should enter at the age of 17; that he should serve three years as midshipman, which would bring him to the age of 20; and then that he should serve three years as a junior lieutenant, which would bring him to the age of 23, and four years as full lieutenant, by which time he would be 27, before he could under any circumstances be promoted to the rank of commander?—Yes.

3302. Would not the average age in effect range some four or five years above that, so that officers would not receive their promotion to the rank of commander until they were 33 years of age?—I think that the entries being judiciously managed, there would be no difficulty on that account; if you indiscriminately let in a number, say 500 or 600 youngsters all at once, you would swamp the thing; but that must depend upon the Admiralty.

3303. Have you seen the plan which has been called Sir John Hay's plan?—Yes, and I have read through every bit of it.

3304. Do you, generally speaking, approve of that plan?—Decidedly; I think that it would be a great benefit to the service, and wish that it may be adopted almost *in toto.*

3305. Are there any points to which you particularly object in that scheme?—The only thing that I object to is—and that is not very strong—the reduction of the Active Admirals; that is the only thing, and I think I have already given my reasons.

3306. Sir *John Hay.*] Of course, if you admit as many cadets into the service as would be necessary to perform all the duties which are now performed, or supposed to be performed by midshipmen, you could not possibly promote all those officers to be admirals, even although the number was 70?—That I am perfectly aware of.

3307. You would, therefore, admit a number of officers who could not possibly hope to rise beyond the rank of lieutenants, and they must be retired in that rank?—Yes.

3308. Then it would seem that that must engender a large amount of dissatisfaction among those officers whose time had been spent in the profession, when the ultimate position that they would obtain in the profession would not afford a decent maintenance for them; on the other hand, if you reduced the number of entries so that there might be a reasonable expectation of arriving, for good conduct, at the higher ranks, you must then diminish the number of the junior officers who perform those duties which have been hitherto performed by midshipmen; so that on either hand there is an evil. Which of the two do you consider the greater; that you should have a number of dissatisfied officers in the rank of lieutenant who could not possibly advance further, or that those duties which have hitherto been performed by midshipmen should be performed by a higher class of petty officers and warrant officers, whose object would not be to reach the quarter-deck?—I should choose the last as the least of the two evils; that the number of the junior officers should be diminished; and that under certain circumstances, but not as a general rule, the petty officers might be put into certain positions heretofore held by midshipmen.

3309. You stated just now that you thought a great advantage accrued to the junior officers, because, as lads, they were entrusted with responsibility, and had the management of their own boats?—Yes.

3310. In that case, the employment of an officer in command of a boat is not so much as to the duty performed for the advantage of the duty, as for the advantage that he himself would gain by performing that duty; would it not, therefore, follow that a certain number of the boats of a ship would be commanded by those young gentlemen as at present, and that the other boats of the ship, if there was not a sufficient number of young gentlemen to command all of them, might be commanded by warrant and petty officers?—That is exactly what I stated just now, that circumstances might arise when it would become absolutely necessary for the captain to give orders that those petty officers should do so, and I see no objection to that plan.

3311. One of the most essential duties performed by mates and midshipmen is that which is connected with the charge of the decks?—That is a very important duty.

3312. Might not certain decks be looked after by good warrant officers?—Not so well certainly, unless it were a case of necessity.

3313. Lord *Clarence Paget.*] I infer from what you say generally, without going so narrowly into such details, that you think it advisable the young gentlemen should be maintained as they are at present?—As much as possible.

3314. Sir *John Hay.*] There is another duty, that of forecastle officer; might not the duty of forecastle officer in many ships be performed satisfactorily to the public by good warrant officers, and, in fact, might not the boatswain in small ships perform that duty?—He usually does; and, in my time, in small vessels, the gunner usually was entrusted with the watch.

3315. There are other duties to which I might refer,

refer, as, for instance, the duty of the top; if there was not a sufficient number of midshipmen, might not that duty be efficiently performed by a warrant officer?—Yes, or by the captain of the top.

3316. I gather from your evidence, that it would be less for the advantage of the service to crowd the lower ranks with officers who must feel dissatisfied when they reach the rank of lieutenant, than to have certain duties performed, and which, as I understood from you, would be efficiently performed by warrant and petty officers?—I will express myself, and, I hope, clearly upon that point; I have not the slightest objection that petty officers should be employed in those duties; but at the same time I think it is most advisable that the young officers of our service should be thoroughly acquainted with all the details of the ship's duty. Every officer who has been a first lieutenant, or the commander of a line-of-battle ship, must know how valuable an officer a good mate is; they are now called, very properly, sub-lieutenants, and one of the great reasons, in my humble opinion, for the want of discipline which is now so general in our service, is the want of good sub-lieutenants to take charge of the different decks, without which no ship can possibly be in good order. I know this from long experience; having practically gone through the whole thing myself, I can speak to it with certainty.

3317. Then you would be of opinion that it is desirable to retain a sufficient number of junior officers for the purpose of taking charge of the decks, and you think it is possible that the boat, and the top, and the forecastle duties, might be performed efficiently by warrant officers?—Yes, certainly.

3318. Then, in that case, it would be possible to effect a very considerable reduction in the number of the junior officers?—Yes.

3319. Mr. *C. Berkeley.*] Which do you consider would be the best plan: to promote a commander to be a captain, although there would not be much chance of his getting employment, or to reduce the Captains' List, and thereby keep the commander longer out of his promotion?—I should not be much inclined to reduce the Captains' List much below what it is at present.

3320. As you consider it is a grievance to have been removed from the Active List at the age of 60, from the second class of captains, do you not think that the first class of captains would have had the same grievance to complain of as yourself if it had been applied to them?—Decidedly.

3321. You will attain your flag rank on the Retired List, I believe, at the same time as if you had remained on the Active List?—Decidedly.

3322. Your complaints rather refer to the advantages which you will eventually receive?—The first part of my complaint is this (and that is the most important of all), that I am retired at the age of 60, when I am perfectly fit to serve, and when I had asked to serve hundreds of times, and begged and prayed for it, finding that I was to be put on one side at that age, and that admirals were to be retained on the list up to 80 or 90; that is my grievance.

3323. Sir *Harry Verney.*] I wish to understand exactly your object. Is it not necessary to retire all officers below the rank of admiral, because, if not, they would gradually rise to the rank of admiral, and so clog up the List, while, with regard to the admirals themselves, the way to correct the evil of there being too many is not to employ them?—The non-retiring of the admirals injured my prospects very much; for instead of my being, most probably, either on the Reserved List of flag officers, or at least on the first grade of pay as a post-captain, when the said Order in Council came out, I was unfortunately on the second grade of pay, and, consequently, was unjustly subjected to all the pains and penalties annexed to the said Order.

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3324. I think your recommendation was, that lieutenants should be enabled to reach the rank of commander at the age of 28?—Yes.

3325. Would not that put the officers in the Navy in such a position that they would attain a rank which would be equivalent to that in the Army at a more advanced age?—Yes; but I will give you my reasons for that; and it is simply, that in our service officers learn all the essential duties of their profession in the lower grades, and if an officer has served a sufficient length of time in those lower grades, he is fit for any situation in the service, and need not serve so long as now required in the rank of captain.

3326. Lord *Clarence Paget.*] In what year were you made a captain?—In 1846.

3327. When you were retired, what pay were you receiving?—Fourteen shillings and sixpence, the highest grade. When I was retired the other day I was on the 14*s.* 6*d.* List, the first grade of pay.

3328. What pay do you receive now?—I receive 1*l.* a-day.

3329. What pay would you have been receiving if you had remained on the Active List?—Fourteen shillings and sixpence a-day.

3330. You now receive 20*s.* a-day?—Yes.

3331. Then, you do not receive anything for extra service, or for length of service?—No.

3332. You have not, I believe, served much?—I have served for 22 years, *bonâ fide,* actual service afloat.

3333. Was there not some extra pay granted for length of service in each rank?—Not in our rank.

3334. Not the Reserved?—No, they are another class. I am a captain on the Active List. I was retired on the 1st of this year.

3335. You are receiving 20*s.* a-day, and you would have received 14*s.* 6*d.* a day if you had remained on the Active List?—Yes.

3336. When do you suppose you would have been promoted to the rank of Flag Officer on the Active List?—I suppose it would take four or five years; at all events, four years. I was about 30 from the top of the list.

3337. How long have you been receiving 20*s.* a day?—Since the 1st January.

3338. Therefore you have derived the advantage of 6*s.* a day extra more than you would have received on the Active List of captains?—Yes; but that 6*s.* a day fortunately is of no great importance to me, but my rank and position are of great importance to me; that is what every officer ought to feel; it is not the mere advantages which he derives.

3339. You were not on the 14*s.* 6*d.* List when the Order in Council came out?—No; unfortunately I was not.

3340. Therefore it was not optional with you to accept the retirement or not?—No; it was not at all optional with me.

3341. You complain that it was optional with those who were on the 14*s.* 6*d.* List, whereas it

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was not optional with you?—It was not optional.

3342. It was compulsory in your case?—Yes, but not with others; and I cannot divine any reason why an officer on that 14*s.* 6*d.* List, many who never even applied for a ship, got their consideration when they arrived at the Admirals' List, and I am not to have it, who was always begging and praying for employment. I am sure that Sir John Pakington can vouch to my constant applications and solicitations for employment during the time that he was in office, and Lord Clarence Paget can also bear witness to the number of times that I applied for active service. And moreover, to give the Committee an idea of how often I have applied, not very many months ago the then private secretary of the First Lord wrote to me and said, that if all the officers on the Active List of Captains were to write so often for employment as I did, the First Lord would require two private secretaries.

3343. Then your evidence goes to this, that officers who have been solicitous to serve, but who have not had the good fortune to serve, ought not to be in any worse position than officers who have served?—I never said that; but, on the contrary, think that there ought to be some difference. But what I want to impress on the Committee is, that I feel agrieved that the Admiralty did not give me an opportunity of serving my time, to entitle me to my active flag, the object for which I have striven all my professional life. I have served well and faithfully, and my claims (at least, the officers under whom I served were pleased to say so) were of that character that I ought to have been on that List; every officer under whom I served said so, and that I ought not to have been retired. There is one more thing that I wish to mention, and which will completely elucidate the matter. I have mentioned already that Sir George Cockburn was pleased, in the early part of my career, to approve highly of my conduct; he was then First Sea Lord. The last appointment that I had was as commander of the "Canopus," from which ship I was promoted; and previously to my being promoted, after going to the West Indies and arriving at Portsmouth, I solicited a private interview with the then First Lord, Lord Ellenborough, and for this reason: it had been intimated to me, when I took up my commission, that if I did what the Admiralty expected, I should earn my promotion, and that very quickly. I saw Lord Ellenborough at the Admiralty, when he was pleased to say: "Commander White, everything that you have done since you have been appointed has given us at the Admiralty the greatest possible satisfaction."

3344. You have made, I think, rather a serious charge against your brother officers of the present day. You stated that there was a great want of discipline in the fleet: do you know that from your own knowledge?—I could not very conveniently have that in my own knowledge; but I have had it from every officer who has been serving, from admirals down to midshipmen.

3345. You have had it, I suppose, from mere hearsay?—No.

3346. Is there anything official that you can state to the Committee upon that point?—Not officially; but I have had conversations with a very large proportion of the admirals (for I happen to know several of them very well indeed) who have been lately employed, and also captains.

3347. Sir *James Elphinstone.*] You stated, I think, that you had 14*s.* 6*d.* a-day when you were retired?—Yes.

3348. And you were within three years of obtaining your flag?—Yes, about that, I think.

3349. If you had served those three years upon 14*s.* 6*d.* a-day, you would then have obtained 25*s.* a-day for life?—Yes.

3350. You have been compelled to accept 20*s.* in lieu of 25*s.* a-day?—Yes.

3351. Mr. *C. Berkeley.*] You stated something about a conversation that you had with Lord Ellenborough, the First Lord of the Admiralty?—Yes.

3352. Was it not after that conversation that you received your promotion to the rank of captain?—Yes.

3353. Sir *Henry Willoughby.*] How many years is it since you were in active service at sea?—I have not been in active service since the year 1846, when I was promoted; in fact, since I have been a post-captain.

3354. That was 16 years ago?—Yes.

3355. Would your objections be removed with respect to compulsory retirement if the same system were extended to the admirals?—In one respect certainly, because I think it is for the good of the service that it should be done; in point of fact, I do not see how the service can get on except the admirals be retired.

3356. Provided that there was a general regulation of that kind would that remove your objections to the system under which you have been put upon the Retired List?—One of my objections is, that I am punished for not doing that which I should have been delighted to do, and tried to move heaven and earth to do, and that was to obtain active employment. I say that I am punished; I am to be mulcted of a certain sum when I attain the rank of rear-admiral, and which cannot in justice be taken away, except for misconduct.

3357. Putting aside your own case, do you think that it would be a safe principle to act upon to make the retirement compulsory through all the grades up to admiral?—No; any system which excludes the admirals would be, in my opinion, very injurious to the service.

3358. Are you of opinion that that has been one of the causes of the dissatisfaction with the present system?—Decidedly, a very great cause of the dissatisfaction.

3359. Do you think that it would remove that dissatisfaction to some extent if the rule were applied indiscriminately to admirals?—Decidedly, and I have always advocated that.

3360. Sir *William Miles.*] Have you turned your attention to the number of sub-lieutenants who are now serving?—Not particularly so.

3361. The sub-lieutenants, I believe, now perform the duties which were formerly performed by the mates?—Yes.

3362. Are there the same number of sub-lieutenants, taking ship for ship, that there were formerly of mates in the service?—Not half the number.

3363. The services of the mates, or sub-lieutenants, are very useful as far as the ship is concerned?—The services of the mates, now called sub-lieutenants, are very important, and no ship can be in good effective order without officers of that class.

3364. Do you think it necessary that the number of the sub-lieutenants should be in proportion to the number of mates who were in the service

service in former years?—I think that the proportion of the mates must and ought to be rather a large number.

3365. During the time that you were afloat, will you be kind enough to inform the Committee what number of mates there used to be in a first-class ship?—I remember when there were, sometimes, 30 mates, three or four times as many as were required.

3366. What number do you think was required?—The real requirements of a line-of-battle ship would be about 10.

3367. Are there at this present time 10 sub-lieutenants appointed?—No; or very rarely, I believe.

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3368. Do you think that, for the good of the service, it is necessary to keep up the number of the sub-lieutenants at 10 in a first-class ship?—I think that the number of sub-lieutenants ought not to be below that.

3369. And so in proportion, as you descend in the class of vessels?—Yes.

Captain CHESTNEY SYMONS, called in; and Examined.

3370. *Chairman.*] YOU are on the Retired List of Captains?—Yes.

3371. When were you retired?—Under the Order in Council of the 1st August 1860.

3372. Were you in the room when Captain White gave his evidence as to the effect of that Order in Council?—I was.

3373. Do you agree with him as to the unequal and, therefore, the injurious operation of that Order in Council upon certain officers in the Navy?—I did not attend sufficiently to his evidence to be able to corroborate what he stated.

3374. Have you formed any opinion as to the effect of that Order in Council of August 1860, with reference to officers of your rank in the Navy?—I have; and I will exemplify that by stating my own case as shortly as possible. The Order in Council of the 1st August 1860 found me on the Active List of Commanders, progressively rising to the highest rate of half-pay, 10*s.* a day, which, in common with others, I considered my right, and for which I served. I conclude that this scale of half-pay, that is, 10*s.* a-day, was guaranteed by former Orders in Council. The captains on this retirement were exempt, and they enjoyed the full rate of their half-pay: the commanders and lieutenants were not treated with the same consideration, that is, as far as the Order in Council of the 1st August went. The Order in Council of the 4th February 1861 appeared with this paragraph: "But whereas cases may occur in which the conduct of an officer may have been such as to render him eminently deserving of promotion, the nature of his previous services may, nevertheless, have been such as to debar him from receiving any additional pecuniary advantage, thus rendering his advancement a disadvantage rather than a boon." This hopeful assurance of attending cases of hardship consequent upon the whole scheme of retirement led me to ask the Board of Admiralty to consider my case, which I did; and I begged their attention to two cases of officers with similar claims, similar services, and similar promotion with my own; and those cases will exhibit the vigour and the determination of the Board of Admiralty to do justice to officers suffering under the contemplated want of sea-time, as referred to in the above paragraph. I made a further effort to convince the Board of Admiralty that I had an equal if not (being on the Active List) a superior right to a share of the benefits conferred on those officers; for, under the Order in Council of the 4th February, full sea-time for those officers selected for promotion from the Coastguard was allowed, my selection was from a list of 250; the list is now 70. The officers alluded to above appear in the Navy List of April, but they appear as promoted from the Coastguard: on the 1st January of that year, the Committee will find that those officers' commissions were cancelled and fresh ones issued to them, bearing date 5th February 1861. The first Navy List that I wish to draw attention to is that of the 1st April 1861, and the second (in order to show the difference and the alterations of the dates of the commissions) is that of July 1861, to enable their friends to bring them under the most favourable provisions of the Order in Council of the 4th February: and as those officers could not possibly enjoy any advantage under the Order in Council of August 1860, they were unmade, and by that means brought within the benefits. I seek to share in this arrangement, and I maintain that, by quoting these precedents, every day since the 5th February 1861, I have been kept in arrears of my pay or retirement. I served in the Coastguard Service 24 years; and the Order in Council of August 1860 does not give me one month's servitude for 24 years' service. Six months afterwards, when confessedly all smuggling was suppressed (by former activity perhaps, or by revenue laws) I should have had 24 years for it in the next Order in Council of the 4th February. That is my case.

Captain *C. Symons.*

3375. Is that which you have represented to be your case the case of other officers of your rank in the Navy?—Yes.

3376. You were a commander?—Yes.

3377. Then you were retired on account of age?—Yes.

3378. Although that Order in Council has operated, as you think, injuriously to you, do you consider that the system of retiring officers for age is a good or a bad system?—I have been so completely out of the service that I should be very loth to give any opinion.

3379. What you wished to represent to the Committee was the rather hard manner in which you think the Order in Council of 1860, and that of February 1861, have operated upon officers of your rank in the Navy?—I wish to show that there are two officers; and when the Board could not bring them under the Order in Council of 1860, they literally unmade them from the 1st January, and dated their commissions on the 5th February. I have corresponded with the Admiralty on the subject, and laid my case before them.

3380. Have you any further suggestions to make to the Committee upon the subject of promotion and retirement?—No.

Mr. WILLIAM RUMBLE, called in; and Examined.

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3381. Lord *Clarence Paget.*] WHAT is your rank?—That of Inspector of Machinery afloat.

3382. How long have you been in the service?—Nearly 18 years.

3383. How long have you been in your present rank?—Nearly four years.

3384. Where are you serving now?—I am serving as Inspector of Machinery afloat in the Steam Reserve at Sheerness.

3385. How many years' service have you had altogether?—About 18.

3386. Have you any observations to make to the Committee with regard to the retirement of naval engineers?—With reference to the retirement of naval engineers and of inspectors of machinery, I wish to state that when a chief engineer is promoted to the rank of inspector of machinery, and serves any given number of years in that rank, and retires from sickness or other causes, there is no additional sum of money or rate of additional pay for his retirement.

3387. Can you suggest any alteration to be made in the present mode of retirement without referring to the amount of the pay?—With regard to the age at which he should retire, I would suggest that he should retire at an earlier age than that of 60.

3388. At what age would you suggest that an engineer should retire?—Fifty.

3389. That would be after service afloat?—Yes; this does not refer to the dockyards.

3390. Do you think that they should still be eligible for service in the dockyards?—Yes; but that they should not serve afloat after the age of 50.

3391. You think that they should be compulsorily retired at the age of 50?—Yes.

3392. Would you extend that rule to the assistant engineers and to the junior branches?—It would hardly, I think, be found to apply to them at all, because, before that time, or rather, I think they would not serve so long as up to the age of 50, before they obtained promotion to the rank of chief engineer.

3393. Then, practically, it would not affect them?—Not at all.

3394. On retirement, would you give them some additional advantages beyond what they were then receiving?—Yes, I would give them some advantages in rank and pay.

3395. What would you propose with reference to the inspectors of machinery, who are employed in the dockyards?—I think that the retirement at the age of 60 should be compulsory for them.

3396. Have you any observations to make to the Committee as to the comparative rank of the engineers and assistant engineers?—Does the question mean as to the retiring rank, or the present rank.

3397. I mean as to their active rank, and their messing in the ship?—The present rank appears to me to be very satisfactory; but as to the messing, if the engineers messed generally as chief engineers and inspectors of machinery do, with the persons with whom they rank, it would be still more satisfactory; it is not the case at present.

3398. You would wish the assistant engineers to rank with what are called the gun-room officers, in the same way that the chief engineer ranks with the ward-room officers?—Yes; I recommend that, because I believe that the chief engineer messing in the ward-room has proved very beneficial to the public service.

3399. With regard to the passing of assistant engineers for the rank of engineers, do you think that the present system is satisfactory with respect to the period of service before they can pass for engineers?—The stipulated time, according to the Admiralty Regulations, is satisfactory; but they are not promoted when the time expires; that is to say, a second class assistant engineer serves three years in that branch, and passes his examination, and then is eligible to become a first class assistant engineer; but, instead of being promoted at the end of that time, the period is very indefinite, and it very often occurs that nine or twelve months elapse before a second-class assistant engineer is promoted to the next grade of first-class assistant engineer, from one grade to another; the period for each of the grades is eight years, according to the Admiralty instructions.

3400. An assistant engineer must be eight years in the service?—Before he can become chief engineer.

3401. What time do they serve in each grade?—Three years in the first grade, as second class assistant, two years in the grade of first-class assistant, and three years in the grade of engineer, making a total of eight years; but the average time before they are promoted to the rank of chief engineer is upwards of 11½ years.

3402. Do you think that that is too long a period to serve before they arrive at the grade of chief engineer?—I think that they ought to be promoted as soon as they have served the stipulated time which the Admiralty have determined upon; the Admiralty having stipulated the time for which they shall serve before they become eligible for promotion, I think that they should be promoted at the end of that time.

3403. Can you give the Committee any idea of the average period of time that an engineer now has to serve before he becomes chief engineer?—Eleven years and a half.

3404. That is the average time at the present day?—Yes.

3405. Has that been the average time for any lengthened period?—Latterly, during the last four or five years, the time has increased.

3406. The length of time which they have to wait for promotion has increased?—Yes, and it is increasing, and it must necessarily do so, in consequence of the number of junior engineers there are in the Navy, compared with the number of chief engineers.

3407. That is to say, in the grade of chief engineer, the number is too few to produce a good flow of promotion?—Yes.

3408. Are they promoted by seniority or by selection?—Generally by seniority, except in exceptional cases, the rule is by seniority.

3409. Have you any reason to complain that when promotion by seniority has been departed from, it has been done in any but the most fair way?—As a rule there have been no expressions of dissatisfaction with reference to the engineers promoted; I mean to say that the system of promoting by seniority has given universal satisfaction, and that it has very seldom been departed from, except in certain cases where the engineers have felt satisfied that the Admiralty have acted rightly in rewarding meritorious officers.

3410. Does

3410. Does the system of appointing naval engineers to the dockyards give satisfaction to the engineers?—It gives universal satisfaction to the engineers, and opens up a wider field for promotion to the rank of inspectors of machinery.

3411. Have you any suggestions to make with a view to carrying out that principle any further, or is it, in your opinion, wholly satisfactory as it is?—I should beg to suggest, for the purpose of opening out a wider field for the inspectors of machinery, and for the promotion of chief engineers, that every Commander in Chief should have attached to his staff an inspector of machinery.

3412. You would recommend that there should be an inspector of machinery in every flag-ship?—Yes, and that every commodore of a ship should have a deputy inspector, although such a rank or class does not exist now; but we think it would be beneficial to the service if the rank of deputy inspector existed, so that those who had served with the rank of deputy inspectors on foreign stations should be eligible for promotion to the rank of inspector of machinery on their return to England, and that those who had been at home, serving in the Steam Reserves for five years, should move out, to make room for those deputy inspectors; and, further, that the circular which has been recently issued prescribing the rules for the introduction, or rather for the filling up of dockyard appointments by young men from the factory being candidates from the age of 25 to 35, be abolished, because it will eventually exclude the inspectors of machinery from dockyard appointments.

3413. Not necessarily; but you think it is possible that a preference will be given to those young men rather than to officers who have been brought up in the service?—As a matter of justice to those who are appointed to hold the junior positions in the dockyards, who have a right to expect promotion to the rank of chief engineer in time, we think that the circular should be abolished, entitling persons who have been brought up in the dockyards to fill the appointments from assistant engineer to chief engineer.

3414. You disapprove of persons who have begun in the dockyards being promoted, unless they have been previously brought up in the Navy. Is that what you mean?—We think that after an inspector of machinery has served a certain number of years afloat, he is fairly entitled to a dockyard appointment, if that meet with their Lordships' approval; but by appointing persons from the dockyards who have never been to sea to fill those junior positions, it will have the effect of excluding the inspectors of machinery from being appointed in the dockyards eventually to the post of chief engineer.

3415. I understand you to say that those situations should only be given to those who have been brought up in the Navy, and who have served at sea?—Yes.

3416. The present system of entering engineers is, to a great extent, by introducing what were formerly called factory boys, but who are now called engineer boys; is not that the principal source from which the engineers are obtained?—It is generally from the dockyard factory boys, now called engineer boys.

3417. Does that system, in your opinion, work well?—Yes, so far as this goes, that it supplies the Navy with engineers, who expected to rise up to the higher grades of the service; but we think that the present number of junior engineers in the Navy is too great.

3418. Is there any limit by Order in Council to the number of the various classes of engineers in the service?—None that I am aware of.

3419. I gather from your evidence that you approve of the education of the engineer boys in the dockyards as a good preliminary system for bringing them into the Navy?—I think that the system of introducing them from the dockyards is much more perfect than introducing them from private service; they come in by a competitive examination, but we think that the competitive examination is not high enough; we think that the standard of the examination is much too low.

3420. Will you state to the Committee in what respects you think the standard of examination should be raised?—By a higher classification; that is to say, the higher branches of mathematics.

3421. What is the course of mathematics which they now go through?—At present it does not exceed fractions and decimals; in very few cases does it embrace mensuration and trigonometry.

3422. Up to what point do you think they should go?—I think they should go through mensuration and trigonometry as the minimum, embracing some of the books of Euclid.

3423. Do you think that the present age for entry is good?—I think it is too young.

3424. What do you think the minimum age should be?—Twenty-one.

3425. What is the age now?—From 18.

3426. Do you mean that they should enter the Navy at 21, or enter as engineer boys at 21?—I think it should be 21 to enter the Navy as a junior engineer.

3427. Would you alter the age for entry of the engineer boys?—I think that the age for entry of the engineer boys is the proper age.

3428. Mr. *Maguire.*] What age is that?—Fourteen.

3429. Sir *Harry Verney.*] Do you think that raising the standard of instruction would not diminish the number of the engineers?—We propose to diminish their number by substituting skilled workmen for our vessels, and reducing the number of the engineers; for example, placing, instead of them, a blacksmith, a coppersmith, and an engine-fitter and boiler-maker in each ship.

3430. In ships of what class?—From line-of-battle ships down to corvettes, and that would reduce the required number of engineers; and would give to the chief engineers and commanders in chief, commanding squadrons, such facilities for executing repairs as they have never yet enjoyed.

3431. Would it not also have the effect of limiting the number from which the engineers might be selected if you raised the standard?—We could raise the standard of examination, not requiring so many.

3432. Lord *Clarence Paget.*] Have you any further observations to make as to the promotion or retirement of engineers?—I should like to suggest to this honourable Committee that, with a view to the furtherance of the object of promotion, there are at the present time more than 40 vessels of 200-horse power and upwards which only carry an engineer; not a chief engineer; and I should propose that each vessel, or every vessel of 200-horse power and upwards, commanded by an officer of not less rank than that of

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a commander, should carry a chief engineer, and this would at once open a field for promotion (which at present is nearly stagnant) to the rank of chief engineer for from 40 to 50 chief engineers.

3433. You would, in a time of peace, put a chief engineer in a smaller class of vessel than they are now in, with a view to creating a proper flow of promotion?—Yes, to create a proper flow of promotion; and at the same time I think that the service would benefit by it. The Admiralty rule is to have a chief engineer in every vessel of 200-horse power; but from some cause or other which I am not at present aware of, the rule has not been carried out.

3434. Sir *William Miles.*] Has it never been carried out?—It has not been fully carried out.

3435. When the rule was first promulgated, was it carried out then?—I do not believe that it has ever been carried out from the first.

3436. At the present time the stagnation which you have mentioned occurs from too many entries of boys into the Navy?—Just so.

3437. The rule of the Admiralty is that, after having served for eight years, they should be promoted to the rank of engineers in the service; and yet, from the number of obstacles in the way, it is quite possible that they should serve almost 11½ years before they obtain that rank?—It is quite possible they must serve quite that time now; and every year it is getting worse in consequence of the great disparity between the number of the chief engineers and the number of the junior engineers.

3438. You are of opinion that by putting the work, which is now done by the lower grade of engineers, into the hands of skilled workmen, you would at once get rid of that clog?—We should then begin to clear the way for more speedy promotion; while, on the other hand, it would be of material advantage to the service, especially in war time. I wish just to state this, in illustration, that although the engineer boy serves five years in the factory, at the expiration of that time he is sent on board a ship as a junior engineer; the ship goes to sea, and if any accident or casualty occurs to the boilers, which requires them to be retubed, the engineer boy, who has been brought up in the factory, and who is now junior engineer, knows nothing about boiler making, and he has to learn the art of putting in a tube; whereas, if a boiler maker was on board the ship, a man who had regularly served his time to the trade, he could put in, perhaps, 20 tubes, while the junior engineer was learning to put in one. These men should be petty officers.

3439. Does not that show that the education which is given to the engineer boy at home is not sufficient?—It would be impossible for one boy in a period of five years to embrace all the branches of engineering, or the engineering skill required on board a ship.

3440. In the case of a break-down, which you have just suggested, does not a break-down very often occur in sea-going ships?—Very often; and hence it is that the chief engineers very frequently have to do that work themselves which they have learned by experience.

3441. Do you not think, when such accidents as these so often occur, that the education given to the boys should enable them to understand how to repair such an injury?—As I before stated, the difficulty of embracing all branches of engineering science is so great, that it is beyond the comprehension of a boy or a young man, who has only served for five or for seven years in a factory.

3442. But the repair of a boiler may be called not so much a scientific as a practical piece of workmanship?—Yes.

3443. Do you not think that if the attention of the boys was directed more to practical instruction, the scientific instruction still being kept up, with a longer stay in the factory, it would be advantageous?—There can be no question that the period of five years' servitude is too limited. I should lengthen it to seven years, the ordinary time that used to be served when I was an apprentice boy.

3444. Do you think that by requiring a much more strict examination and a higher class of education than is at present afforded, you would enable an engineer boy to turn out not only a good mechanic, but at the same time a practical as well as a scientific mechanic?—Quite so.

3445. Sir *John Pakington.*] You stated in answer to Lord Clarence Paget that you thought 11 years and a half was the average time that a man must serve to attain the rank of chief engineer; would you not have been more correct if you had said it was the minimum time?—Perhaps I might be corrected there; but to the best of my knowledge, going over the Navy List and making a calculation, that has been the average time; but, as I have stated before, as years are advancing, so promotion will become more slow.

3446. Sir *Harry Verney.*] Is it not very usual for officers in the Navy to study steam?—As a rule they study at College and pass in steam.

3447. Supposing that all the engineers in a ship were disabled in action, do you think the officers generally would be competent to navigate the ship, or would they be entirely dependent upon the engineers?—I have no doubt that there is a very large majority of the post captains in the service now, and I may go as far, I think, as rear admirals, who would be competent to take charge of the engine-room; the manipulations being carried out by the stokers and leading stokers of the ship.

3448. Lord *Clarence Paget.*] You have suggested that the boiler makers whom you have proposed should be petty officers?—Yes.

3449. Have you any suggestion to make to the Committee with regard to the stokers, as to whether there should be any improvement in their position?—I think, as a rule, that they are tolerably well off, for they are better paid than seamen are. There is one point, that I feel particularly strong upon, and I should not be doing justice to my own feelings, or those of the class who suffer from it, if I did not mention it. There are a great number of engineers, not chief engineers, who may never expect to be raised to the rank of chief engineers; they serve on year after year, and there is no provision made for their widows. It has occurred to us, as a body, that much evil has arisen, and much injury to families from this fact; that an engineer after 15 or 20 years' service dies very likely of premature death, having served in tropical climates; and he leaves his family destitute. I do desire particularly to bring this point before this Committee, in the hope that it may meet with their serious consideration.

3450. Sir *Henry Willoughby.*] You stated that in your opinion the chief engineers should retire at the age of 50?—Yes.

3451. For what reason?—On account of the peculiar duties which devolve upon the engineer; from the time he first enters the service until he reaches

reaches that age, he is exposed to the variableness of climate, and the engine-room duties; he is exposed to the extremes of heat and cold, which act most injuriously upon his constitution, and which render him a much older man at 50 than he would have been at 60 had he been otherwise employed.

3452. What number of years do you suppose he would be performing such duties on board a ship?—Under the present system, for at least 30 years.

3453. Is the chief cause of the constitution of the chief engineer being exhausted the nature of his duties, and which induces you to think that he ought to retire earlier?—That is the sole cause; I have no other ground. As to retirement at the age of 60, I am well acquainted with many of the chief engineers, who are almost incapacitated from serving, in consequence of their previous arduous duties. I am speaking now from my own experience.

3454. Are you expressing the opinions of other gentlemen in the same capacity with yourself?—Yes; I am expressing their opinions as chief engineers.

3455. Is it the conviction upon your mind that at the age of 50 the chances are that chief engineers are hardly equal to their duties?—I am quite convinced from my own experience that they are incapacitated almost at 60 years of age from performing the duties of chief engineer.

3456. Is it within your knowledge that gentlemen have been kept in that situation rather longer than they would be fitted for the performance of their duties?—It has come under my own observation that engineers have continued to serve on when they ought to have been retired at an earlier age, waiting until they became entitled to certain emoluments before they retired. They would have retired on account of being physically unfit, and they simply hold their position in consequence of not being entitled to an amount of pay that would keep their families and support them if they retired at an earlier period.

3457. You assume that they would retire at the age of 50 with certain advantages?—Yes; an additional scale of retirement; retiring pay and rank, as the case might be.

3458. Sir *James Elphinstone.*] Have you served in a tropical climate as engineer?—Yes.

3459. The alternations of temperature to which you are exposed are very extreme?—Yes.

3460. Can you state to the Committee what the extreme heat of an engine-room is in a tropical climate?—It varies from 135 degrees to 145 degrees, while the temperature on the deck is probably about from 80 to 85 degrees.

3461. Of course the exhaustion caused by exposure to a temperature from 120 to 130 degrees very soon tells upon the health of those who are exposed to it?—It acts very injuriously upon the constitution; I can speak from experience, although I may be a comparatively young looking man, I experience to this day the effects of my service in the East Indies and in China; I always labour under an affliction which occurred there from exposure, and shall do so as long as I live.

3462. And that is generally the case with the class to which you belong?—Yes.

3463. What is the provision made at the present time for the widows of engineers?—There is no provision whatever made for the widows of engineers.

3464. Are the widows of the chief engineers provided for?—They are well provided for.

3465. The widows of the chief engineers are well provided for, but if engineers serve for a long period and they happen to be married, there is no provision for their widows?—No.

3466. Lord *Clarence Paget.*] Is there no provision under any circumstances for the widows of assistant engineers?—In the event of accidental or violent death there is.

3467. Sir *James Elphinstone.*] Is there any special scale of provisions or gratuities in case of loss of life caused by accidents arising out of the duties which are performed by engineers?—Only the ordinary ones, which are common to all officers.

3468. Mr. *Maguire.*] You have stated that the alternations from heat to cold in a tropical climate are very dangerous, are they not quite as dangerous in a cold climate when a man leaves a warm engine-room to go into the cold air?—Wherever the alternations are great, they affect the constitution generally.

3469. Those alternations are quite as injurious to the constitution in a cold climate as they are in a warm climate?—Yes, quite and even more so.

3470. Do you think that every precaution ought to be taken to provide against accidents, and that there should be always a sufficient staff on board a ship both of skilled mechanics and of scientific officers, inasmuch as the Navy of England is now impelled principally by steam?—Yes, and the importance of that subject cannot be too much thought of; I mean the introduction of skilled mechanics into the engine-room, in the event of repairs being required.

3471. Before the introduction of steam every precaution was taken to prevent accidents in a sailing-ship; was there not always a sufficient staff and sufficient means to execute repairs?—In sailing-ships they had recourse to what I am now proposing; for example, supposing there were 20 sailing-ships composing a squadron, if one of them was disabled or damaged in the hull, they would have had 20 carpenters to send on board to repair her.

3472. The repair of a sailing-ship would be more easily effected than the repair of machinery?—Yes, very much more so; and hence the necessity for skilled labour.

3473. And therefore the necessity for a larger and more highly skilled staff?—Yes.

3474. You have used several times the word "we;" have you been expressing only your own opinions, or have you been speaking on behalf of a body of officers?—I have come here to represent the class of inspectors of machinery and engineers generally in the Navy.

3475. Sir *William Miles.*] Do you not think that from the necessary attendance of the engineers in the engine-room there is a chance of greater mortality among them than among the officers whose duties require them to be chiefly on deck?—There is a greater chance of mortality, but yet no provision is made; for instance, if any junior engineer (unless he meets with a violent death) die prematurely, there is no provision for his widow.

3476. Sir *John Pakington.*] Which have you found to be the most injurious to the constitution, the intense heat of the engine-room in a tropical climate, or the alternations between great heat and extreme cold in northern latitudes?—I think, as a rule, that the high temperature which you find in a tropical climate does not affect the constitution quite so much; but still, at the same time, when disease occurs it is more difficult to deal with it.

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3477. Sir *James Elphinstone.*] Is not the fact of disease assuming so virulent a type, which it does, sufficient to show that the intense heat ranging from 130 to 140 degrees has a most injurious effect upon the constitution?—There can be no doubt that it imperceptibly, slowly, but surely undermines the constitution.

3478. Sir *John Pakington.*] What temperature is usually found in an engine-room in the tropics?—I have known it as high as 145 degrees.

3479. Mr. *Maguire.*] That is about the extreme heat in the hot-room of a Turkish bath?—Very nearly; I have experienced both.

Mr. Thomas Hoskins Howels, called in; and Examined.

Mr. *T. H. Howels.*

3480. Lord *Clarence Paget.*] What is your rank in the Navy?—Gunner of the first-class.

3481. With what class of officers do you take rank?—The present position of a gunner in the Navy, or gunner, boatswain, and carpenter, is an anomalous one.

3482. Will you state to the Committee in what way it is an anomalous one, and how you propose to improve it?—Their present positions do not command sufficient respect from the senior officers in the Navy, nor enforce obedience from the juniors, or the seamen and petty officers.

3483. You of course refer not only to yourself, but to the gunners, boatswains, and carpenters, the warrant officers of the Royal Navy?—Yes; they do not command sufficient respect due for the performance of their very responsible duties, while it excludes them from the privileges enjoyed by the petty officers, it does not give them the advantages enjoyed by the commissioned officers. Although in three classes there is no distinction of rank between the senior officer of the first-class, and the junior officer of the third-class, there is not the prospect for an educated youth in the Navy as there is in the Army, or in the merchant service.

3484. You would propose to assimilate their prospects more to those in the Army, where the men become non-commissioned officers, and may eventually reach higher rank?—The present or existing rules of the Navy do not hold forth a sufficient inducement to the best seamen and petty officers in the Navy to remain in it, or to accept a warrant, and we do think that a superior class of gunners, boatswains, and carpenters is necessary for the well-being of the Navy.

3485. Do you mean that that class should rise equally from the seamen, but that they should have a superior position as compared with the present warrant officers?—I mean that the first-class should be appointed by commission; that they should rank next to the masters in the Navy, and that they should rise from the second-class as at present, and the second-class (supposing the third-class to be abolished) from the petty officers as at present.

3486. I understand you to suggest that there should be a first-class of warrant officers, who should bear commissions?—Yes.

3487. To rank with whom?—The first-class with masters; the second and third class to be amalgamated, and to rank with, but be subordinate to, the second masters.

3488. The first class should rank with the masters?—Yes; they should be appointed by commission, and rank next to the masters.

3489. With, but after, the masters?—Yes.

3490. The second and third classes to be amalgamated, and to rank with, but after, the second masters?—Yes.

3491. Would you propose that the first class should mess with the second and third classes, or that they should be separated altogether?—I think it is highly essential for the well-being of the service that there should be a mess berth allowed in all ships for warrant officers (at present there is none) in addition to their cabins.

3492. You have spoken of a want of inducement to accept a warrant without referring to pay, is there any other want of inducement that you can mention, and which prevents seamen from accepting a warrant?—The responsibilities of the warrant officers of the present day are so great that petty officers will not accept the situation, because it does not carry with it a sufficient reward for his services, or his responsibilities.

3493. Have you found that, in your experience, to be often the case, that petty officers have declined the warrant?—Frequently.

3494. May not that have been from their not feeling quite equal to the examination that would be required of them?—No; if they could not pass the examination for a gunner, they could fall back for a boatswain; the educational test is not so high for a boatswain as it is for a gunner. The objection which the seamen have to accepting a warrant is not only on account of the smallness of the pay and the responsibilities, but instead of getting free from the service with a pension at the age of 38 or 40, if they accept a warrant (unless incapacitated from ill health, or invalided unfit for service), they are compelled to serve till 60 years of age.

3495. Would you propose to retire the warrant officers at an earlier age?—I would propose that there should be compulsory retirement at 60 years of age.

3496. Do you think that should be made applicable to the first and also to the other classes?—To all classes, as the second-class officer in all probability will have reached the first-class before he attains that age.

3497. You would recommend compulsory retirement, I presume, with certain advantages, at the age of 60?—Yes; compulsory retirement, with additional advantages, compared with what are held out at present; that is to say, honorary rank, and the same emoluments which other officers in the service enjoy, and conditional retirement at 55 years of age; they are then comparatively old men, considering that the warrant officer is kept constantly employed from the age of 14, in all climates.

3498. Will you state to the Committee any disadvantages which you think the warrant officers labour under when they are employed in harbour service?—I will give my own experience, and I think that will refer to those who are similarly circumstanced. The moment a ship is paid off, that is, put out of commission, a warrant officer falls back upon a reduction in his pay, (commonly called "harbour pay") although he is compelled to serve, and to perform every duty, whether it be dockyard, check, harbour, or any other duty that he might be called upon to perform, such as being in charge of steamers and navigating them round from port to port; and those on the sea-service list are compelled to keep

keep up their sea-stock of clothes, and are liable to be sent to sea at an hour's notice; every executive duty performed by those officers is on reduced pay, and reduced time for superannuation, and this is not only a pecuniary disadvantage while serving, but it is a pecuniary disadvantage, if they should survive, to be superannuated.

3499. Harbour service time does not count in the same degree that sea service does?—It does not, although they are compelled to serve; for instance, the third class counts two years for one, and the first and second classes rather more.

3500. Then, if I understand you rightly, you consider that the difference between harbour service and sea service is not so great as to make it fair that there should be a difference in the position of the warrant officer when employed in harbour service?—I think in justice to the warrant officers of the service, they being acknowledged generally to be a useful body, they should have sea pay and time whenever and wherever they are called upon to serve.

3501. You think there should be no distinction between sea service and harbour service?—Yes, that when they are in charge of stores they should be allowed the store allowance in addition to their pay, because they are executive officers as well as storekeepers.

3502. Have you any observations to make with regard to the pensions of the widows of warrant officers?—In that respect they are worse off than they were 36 years ago; the scale of pensions allowed to all warrant officers' widows then was 25 *l.* a year.

3503. I understand you to say that the pensions were better then than they are now?—The sum awarded was the same as it is now (25 *l.* per year); but while the other grades of the service have had a considerable increase, according to rank and length of service, the warrant officers have not had an increase. In 1830 the warrant officers were deprived of this boon of a pension; it was taken from them in prospective; it was withheld from them for nearly 30 years, and when it was restored to them, it was only the same amount to each, viz., 25 *l.* a year, whether to the older of 40 years' standing, or to the younger of one year's standing; whereas, in the other grades, the widows receive an increase of pension for the increased service of their husbands; there is no distinction or no difference between the pension granted to the widow of a warrant officer who is of 40 years' standing and one of 12 months' standing.

3504. Do you think that there is due consideration to warrant officers who have received wounds and hurts in the service?—Certainly not; they are almost left out of the question.

3505. You do not think that sufficient consideration is given to them?—I do not. There are those serving at present who have lost a limb in action, some have lost an eye by accident on duty, who are now without a pension; they are on the Sea Service List. On the Harbour List there is only one, that I am aware of, who is in the receipt of a pension; he has lost his right arm; he is in the third class, and his promotion ceases; he has, by the loss of his limb, suffered a very pecuniary loss, not only now, but for ever. His pension is 15 *l.* per year.

3506. Do you mean that a warrant officer in the third class cannot be promoted to the second class without going to sea again?—Not while on the Harbour Service List; it is contrary to the rules of the service.

3507. A man might be wounded as a third class warrant officer, as I understand from you, and be unfit for sea service, and then be ineligible for promotion?—Yes, whether in receipt of a pension or not, he would be ineligible for promotion; and as to his retirement, if in the third class, he would only receive the maximum third class retirement. The present scale would not be more than 60 *l.*, but if he had taken his turn for promotion it would have been 100 *l.* (for the same services) the maximum of the first class.

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3508. Are they eligible for situations in the Coastguard Service?—Not at present; there is no rule for their admission as officers of the Coastguard stations.

3509. Are they ever admitted into the Coastguard Service?—Not at all; not on shore, although they are in Coastguard ships as sea service officers.

3510. For that service, I presume, they get sea-pay and time?—Yes.

3511. Are they entitled to any advantages from Greenwich Hospital?—None whatever, unless they lay aside their pensions and enter as seamen or petty officers; that noble institution was established or founded for the benefit of seamen and petty officers; and as warrant officers rise to that rank from seamen, they think that in fairness they should be entitled to the advantages of the institution in comparison with every other grade of the service.

3512. Are there no warrant officers in Greenwich Hospital now?—None whatever, unless as a seaman or as a petty officer; that is, that he has laid aside his pension and his rank as a warrant officer. There are no resident warrant officers in Greenwich Hospital, nor are any in receipt of an out-pension.

3513. Those who are in the hospital do not, I believe, receive any advantage over the A.B.'s?—There is a distinction now between a petty officer and an A.B; he would, of course, receive the benefits of the petty officer.

3514. Instead of receiving the benefits of a warrant officer, he would only have those of a petty officer?—Precisely so.

3515. Do your brother officers feel this to be a disadvantage?—They feel it very keenly that they should be the only class in the service excluded from its benefits.

3516. What openings are there for warrant officers who have served faithfully, but who are too old for service in the fleet, and yet who are not incapacitated from serving on shore?—The only opening at present is for a boatswain; that is, to be boatswain of a yard, or master rigger; but then they must be very active and energetic men, and on the Sea Service List, when appointed. If they are on the Harbour List, no matter what the age is, if they are incapacitated from long service or debilitated from serving in tropical climates, they are placed on the Harbour Duty List at a pecuniary loss, and no situation whatever is open to them.

3517. What openings are there for the gunners?—None whatever.

3518. Or for the carpenters?—None whatever; formerly they were allowed to become foremen of dockyards; but there is not a carpenter holding any civil appointment that I am aware of.

3519. Do your brother officers feel strongly upon this point?—They feel it very hard, that after having served at sea for some 20 or 30 years, with entire satisfaction, that their services should be disregarded, and themselves turned aside and placed on reduced pay and time, with-

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out making any better provision for them than there is at present, so that the oldest officer (and there are now some of 40 years' standing as officers), is just placed on the same footing with one who is newly made, and performs similar duties.

3520. Have you any suggestions to make as to the examinations which precede the promotion of men to the rank of warrant officers; take, for instance, the gunnery examination; do the men who are candidates for promotion to the rank of gunner hang back, or is there much difficulty in getting men to come forward as candidates on account of the test that is applied?—It is not so much the test as the responsibilities which are entailed upon them when they take a warrant; there is not an equivalent for the responsibilities; that is to say, in the pay and emoluments.

3521. Speaking from your own experience, and taking 10 or 12 men, what proportion of those do you think fail in the examination?—Very few; the difficulty is, they will not become candidates for a warrant; at the present time, in the "Excellent," the number of candidates for a first-class certificate for a gunner should be 24; now there are not more than 16; and the schoolmaster informed me that they were below the standard of education, for the best men will not come forward and qualify.

3522. You know this from being yourself a gunner?—Yes.

3523. Can you give the Committee any information as to the boatswains, is there the same difficulty, or do you know whether there is the same dislike on the part of the seamen to come forward for that post?—The educational standard of examination is not so high for a boatswain as it is for a gunner; they have a choice likewise of situations, or preferment; there is the boatswain of a yard, and the master rigger open to a boatswain, whereas, if a man fails in passing the requisite examination for a gunner,—that is to say, to obtain a first-class certificate in gunnery; if he is desirous of obtaining a warrant he can then fall back and pass for a boatswain; many of the boatswains in the service have been seamen gunners. A gunner in all respects is what we should term a double-handed man; he is both a seaman and a gunner, and there is not much difficulty now in passing for a boatswain in regard to the theoretical part of the examination; but I do think that when the class is improved, there should be a higher standard of examination, and I think it necessary for the well-being of the service that every gunner, boatswain, and carpenter, should be compelled to keep all his own accounts, and that no clerk or anyone else should have anything whatever to do with them.

3524. Who keeps the accounts of the gunner at the present time?—He keeps his rough accounts, but they have to pass through many hands, and there are many mistakes made in their accounts when the clerk copies them; he copies to the best of his judgment, but he knows nothing about the stores of which he is writing, and on paying off a ship, there are many complaints made about the stores. During the 23 years that I have been a gunner, I have always kept my own accounts, and I have never had a mistake or difficulty but once, and that was through the person to whom I transferred the stores, taking them for a permanent charge instead of a passage.

3525. Have you any further observations to make with regard to the promotion and retirement of warrant officers?—As to promotion, I have been 16 years in the first class, and I hold the same position as I did at first, a nominal one: that is to say, I rank next after the second master, and before the midshipman; but while the midshipman, who is my junior, enjoys the benefit and privileges of an officer, I, as his senior, and my brother officers, are excluded from that benefit. According to the present Regulation, the warrant officers have no relative rank in the Army, and they are the only grade without it. If we do duty on shore with the Army, which is frequently the case now, we do not see why we should not be entitled to field or other allowance; this is entirely regulated by rank in the army. There has been an Order recently issued, giving a certain scale of field allowance, but even in this case our juniors are allowed 3 *s.* 6 *d.* a day, while the warrant officers have only 2 *s.* The midshipman, the warrant officer's junior, ranks with an ensign; the second master ranks with a lieutenant, the warrant officer is placed between the two, and has no rank at all; consequently, if they are taken prisoners of war, they will fare the same as petty officers and seamen. The warrant officers of the "Tiger" (for I was in the Black Sea at the time), were treated, after they were separated from the other officers of the ship, as petty officers and seamen. The officers of the ship, out of courtesy, took them to mess with them while at Odessa, but when they were separated from the officers they were treated as petty officers and seamen until they were released. With regard to retirement, at present it is very unsatisfactory. The petty officer or seaman can claim a pension after 20 years service, with a periodical increase if he continues to serve, the warrant officer (counting from the same age as the seamen) cannot claim superannuation till he has served 42 years; and the few who attain to the age of 60, have very dearly bought their pension, for they could have obtained a much higher annuity for a very less premium than the amount of their (supposed) pension, withheld from them for 22 years.

3526. Have they not the rank of warrant officers in the Russian Navy?—I am not acquainted with the rank of a gunner in the Russian Navy; I knew a gunner in the Royal Navy who could not obtain the satisfaction that he wanted, got dismissed the service by court martial; but now he commands the finest line-of-battle ship in the Russian Navy; that is Mr. Goodall.

3527. Sir *William Miles.*] You have stated that recently an allowance has been granted to warrant officers on shore; what is the amount of that allowance as compared with the allowance in the Army?—The circular recently issued did not show a comparative allowance between the Navy and the Army; it was only the naval allowance.

3528. Probably you know what the Army allowance is, and what would be equivalent for the same grade in the Navy to the Army allowance?—Prior to this recent order there was no regular naval allowance at all, and the order that has now been issued has placed the officers of the Navy in different classes, but not satisfactorily to the warrant officers.

3529. Can you state to the Committee what the allowance in the Army is, for instance, of a serjeant?—A serjeant is a non-commissioned officer; the gunner, boatswain and carpenter in the Navy are warrant officers; a petty officer in the Navy ranks with a non-commissioned officer in the Army; but a warrant officer has only nominal rank; he has no relative rank with the Army,

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Army, the want of which causes much confusion, dissatisfaction, and pecuniary loss.

3530. You are not able to state what the warrant officer's allowance would be as compared with the allowance made to a non-commissioned officer in the Army?—At present I cannot.

3531. You have stated that great difficulties have occurred in consequence of the accounts of stores passing through so many hands, and, at the same time, I understood you to say that during the time you were master-gunner you kept your own accounts?—Yes.

3532. If a master-gunner chooses to keep his own accounts, is it not possible for him to do so?—I think it would be requisite that he should pass an examination to qualify him for it before a warrant was granted to him.

3533. You would require every master-gunner to show that he was qualified to keep accounts of stores without the assistance of any other person?—Yes; and I believe that it would then be more effectually done from knowing the nature of the stores that he was speaking of or writing about.

3534. You have been for a long time a master-gunner, will you be good enough to describe to the Committee the position of cadets when they first come on board ship; have you to instruct them at all?—In seamanship the boatswain invariably instructs them, and, in gunnery, the gunner.

3535. In both the cases in which practical science is necessary, the gunner and the boatswain are the persons who instruct those young men?—Certainly.

3536. Have you to teach them any other parts of their duty?—It has always been considered a favour for a cadet or a midshipman to be placed under a warrant officer keeping a watch, as officer of the watch, it being thought that there he will learn his duty more efficiently than at other times.

3537. At the present time, supposing a warrant officer kept a watch and performed the ordinary duties of a midshipman, would he, on account of the anomalous position which he seems to hold as to rank, be able to maintain proper authority between decks, or on the main-deck?—The present position of all warrant officers according to naval rank, is that he is senior to a midshipman; but it is such inferior rank that it does not carry with it sufficient force to compel obedience to orders, nor does it exact that amount of respect that it should do.

3538. Then if warrant officers were to hold, at the present time, commissions, which, as I understand, is the wish of the senior warrant officers, do you think that that would have the effect of giving them a proper control over the men?—I think that it would be one of the most beneficial things that the Government could do for the Navy, for what affects the warrant officers must affect the well-being of the whole service, when we consider the tens of thousands of seamen who have no higher grade to aspire to than that of the warrant officers.

3539. If commissions were granted to them, is it your opinion that there is a large body of able-bodied seamen sufficiently well educated, who would come forward in the hope of filling the posts which are now held by warrant officers?—I believe that there are many who now purchase their discharge from the service because they see that they can have no prospect beyond that of the warrant, and who would gladly accept the warrant, if the seniors were made commissioned officers; there are others again who have had some 10 or 12 years' experience—thorough good seamen and gunners; who now reject the warrant, and who prefer taking their pensions at the age of 38 or 40; but who would, under such circumstances, gladly receive the warrant, consequently they are a very great loss to the service.

3540. Do you conceive, if commissions were granted to them, that the examination might be put on rather a higher scale than it is at present?—I think it should be so, gradually, and I believe that then there would be a better class of men to choose from. The scale should not be raised too high, or too suddenly. Men get into a lukewarm, reckless, indifferent state of discipline; and instead of petty officers being responsible men as they were once, it is too frequently the case that the warrant officers have to go and look after the petty officers, instead of the petty officers looking after the men.

3541. Sir *James Elphinstone.*] Under the present system there is no difficulty in a seaman obtaining the necessary amount of education on board the ship he belongs to, to qualify him for any examination that might be required?—None whatever, if he likes to give attention to it.

3542. Mr. *C. Berkeley.*] Your proposal is to alter the rank of the first class warrant officers, and you propose, I think, to put the first class over the sub-lieutenants?—Yes.

3543. That they should take command over the sub-lieutenants and over the second masters?—I think it would seldom happen that they would be required to take command over the sub-lieutenants, very seldom, because in line-of-battle ships there are from four to six lieutenants besides a master, a commander, and a captain; and it would only be in small vessels where a warrant officer would have to take charge, and then he would be, according to the suggestion, (supposing him to be in the second-class) subordinate to the second master and sub-lieutenant; he would not, I think, in a line-of-battle ship, have to take charge, there being there a sufficient number of lieutenants.

3544. That being caused by reason of second and third-class warrant officers being appointed to small ships?—Yes; and not eligible for line-of-battle ships.

3545. Can you give the Committee any information as to the manner in which warrant officers are selected for sea service?—Every petty officer accepting the warrant is placed on the Sea Service List, and if he is invalided or the ship is paid off, they all have to undergo a medical survey; they are sometimes placed for three, six, or 12 months on the Harbour Duty List to recruit their health; then, either superannuated, placed on the permanent harbour duty list, or returned back to the Sea Service List.

3546. Is it the case that harbour service is very much sought after, particularly by married men?—I am not at all aware of that; it is not, I believe, the case that warrant officers seek after it; I can speak personally. I was married before I was warranted, and if my health would have permitted it I would gladly have served at sea until I had got a sufficient pension to retire, rather than have served in an ordinary, in the degraded position in which warrant officers are too frequently called upon to serve.

3547. I believe they enjoy certain advantages when employed in an ordinary, such as having their family to live in the ship they are in charge of?—They are sometimes permitted to take their wives on board when there is only one warrant

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officer to take charge of a ship, and if they take their wives on board, which they sometimes do, they cannot pay that attention to the education of their children which is requisite in these days; consequently it is a great loss for an officer to be placed in harbour at all, and there is no advantage that I am aware of.

3548. Does not that arise from the difficulty there is in sending children ashore to be educated?—Yes; and there are many other disadvantages, not prudent to mention here.

3549. With regard to the number of persons from whom the different classes of warrant officers are selected, the gunners, I believe, are selected from the gunners' mates who have passed in the "Excellent"?—They are selected from petty officers who have obtained first-class certificates in gunnery, and have passed in seamanship for a gunner.

3550. The carpenters are selected also from the carpenters' mates?—Yes.

3551. Have the carpenters' mates as much chance of obtaining a warrant as the gunners' mates?—The carpenters' mate, in many respects, is at a disadvantage beyond all other mechanics in the Navy. I am not aware that there is any place where mechanical skill can be brought to such a bad market, as the Navy; a carpenter must first serve a seven years' apprenticeship at the expense of his parents, and then to enter the Navy he must come in as carpenter's crew or carpenter's mate, and he would be rather fortunate if he should be accepted as carpenter's mate on the first entry; but in that capacity he must serve a certain period before he can obtain a warrant, and then he receives only 3*s.* 6*d.* per day, when he becomes an officer, whereas, as a working mechanic in the dockyard, he would receive 4*s.* 6*d.* a day, and have Sunday to himself and all night in his bed, and the chance of promotion much greater and much higher.

3552. A boatswain's warrant, then, is the only warrant which is open to the main body of the seamen?—The gunner's warrant is alike open to them if they think necessary to qualify for it, but they cannot obtain a gunner's warrant without passing through a gunnery ship; so that the boatswain's warrant is open to many more seamen than the gunner's warrant.

3553. Mr. *Finlay.*] You reccommend that warrant officers of the first class should hold equal rank with the masters; do you propose that they should continue to perform the same duties which they now perform, or that other duties should be assigned to them?—They should perform the duties of master gunners, master boatswains, and master carpenters of the fleet; or in other words, they should be called chief gunners, chief boatswains, chief carpenters, with commissioned rank.

3554. As to the discipline of the ship, they should have no duties to perform different from those which they perform now?—I am quite certain that the amount of duty, the trust, responsibility, and the aggregate of stores which are placed in the charge of the gunner, the boatswain, or the carpenter, in a line-of-battle ship, is quite enough to demand his sole attention, to do it satisfactorily.

3555. Mr. *Scourfield.*] Have you formed any opinion as to the number of lieutenants that are sufficient to perform the duties in each ship?—I think that the present number of lieutenants is quite sufficient.

3556. Mr. *Maguire.*] Referring to your statement as to Greenwich Hospital, what reason is assigned for the loss of rank and pension if a gunner obtains a position in that hospital?—There can be no just reason assigned; it is only because the benefits are not extended below commissioned officers; they do not extend to warrant officers; the benefits now conferred upon commissioned officers do not extend to warrant officers.

3557. You have spoken of the stores which are placed in the charge of the master gunner, do you mean military stores?—Not only military stores, but breechings and tackles which are dockyard stores, besides a very large amount of ammunition, naval ordnance, rifles, rifled cannon, shot, shell, fuzes, rockets, and everything of the latest improvement; all of immense value.

3558. At what age does a young lad enter, who is about to qualify for the position of gunner's mate?—No man can be admitted into a gunnery ship, unless he is an able seaman, with a good character; he must be a thorough seaman before he is qualified for admission into the "Excellent;" he must be able to read and write, and under the age of 30.

3559. Are no further qualifications necessary before a man can enter?—No; it is good conduct only.

3560. Assuming that a young man is sufficiently strong and robust, what intellectual qualifications are requisite, or what amount of education; nothing more than reading and writing?—Reading and writing are indispensable in every candidate for a seaman gunner.

3561. Then how does he obtain such information on board ship as will qualify him to pass for gunner's mate?—He must pass through a certain course of instruction.

3562. Under the master gunner?—Under the gunner, the gunnery instructor, and seamen's schoolmaster.

3563. Does the master gunner teach the science of gunnery to the gunner's mate, or to those who seek to qualify themselves for that position?—In sea-going ships, especially in small ships, the duty always devolves upon the gunner. In the "Excellent" and the "Cambridge," it frequently devolves upon the gunner; sometimes on the gunnery instructor.

3564. He must, I suppose, be a man of rather superior abilities, and of considerable training before he can obtain the position of master gunner?—After qualifying in seamanship, he then qualifies in gunnery, for a first, second, or third class certificate; that is to say, a first class certificate for a gunner's warrant (to obtain which, he must write a book containing the whole course of gunnery taught in the gunnery establishment; work decimals, square and cube root, have a knowledge of trigonometry, and sufficiently acquainted with the use of the quadrant or sextant to be able to ascertain distances; and also competent to teach the whole course of Naval-gunnery), a first class certificate for gunner's mate, and a second class certificate for seaman gunner, or captain of a gun.

3565. You have spoken several times about the responsibility which presses so much upon the men, and that they decline a warrant in consequence; will you give the Committee some idea of what the responsibility is?—In a line-of-battle ship, a first class warrant officer has charge of upwards of 1,000 tons of stores, any deficiency in which, he must pay for; and there is not an executive duty performed in a ship that a warrant officer is not liable to be called upon to perform it, in addition to his specific duty.

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3566. With regard to the stores, if any other person is appointed to take charge of the stores how can the responsibility lie upon the master gunner?—There is no one appointed; the Queen's regulations state that "warrant officers shall have sole charge of their stores." The Board of Ordnance, or now the War Department, never do entrust gunners' stores to any other officer; the boatswains' and carpenters' stores were transferred to the masters for a short time, but they were again placed upon the boatswain's and carpenter's charge. Warrant officers are not allowed "store money:" but masters (in troop or store ships) when in charge of warrant officers' stores, receive a "store allowance."

3567. I understood you to say that your practice differed from that of many others, inasmuch as you kept your own accounts, which others did not; if others do not keep their own accounts how can the same responsibility rest upon them?—The rules of the service require them to keep the rough expense; that is copied by the clerk of the ship into a fair expense; an abstract statement is made out by the clerk, and annual returns are sent home through the captain; but if there is any deficiency of stores, the warrant officer is accountable for it, and he cannot receive the residue of his pay, until the captain who pays off the ship gives him a "store certificate," to certify that the store accounts are correct up to that date. Should any deficiencies be subsequently discovered the value of such is deducted trom the warrant officer's growing pay.

3568. Does he verify by actual inspection the quantity of stores supplied to him from the public departments, or does he know the quantity of stores which have been given into his charge; does he examine them as they come into the ship?—There is no difficulty about that; with every supply of stores there is always an indent, and there is always a very careful examination to see that he gets the right number and quality.

3569. There is, so far, a protection to him?—Yes.

3570. Lord *Clarence Paget.*] It has been suggested that there should be in large ships more than the usual complement of three warrant officers, do you think it would be advantageous to the service if in large ships there were more than the usual number?—I think it would be a very great advantage, that is, if the present first-class warrant officers were made commissioned officers.

3571. To have other warrant officers under them?—Yes; I think that that would give the young officers stability and confidence in themselves when they were appointed as officers to ships, where there was only one, or one of each grade.

3572. I think you have stated also that it would be advisable that they should all mess together in a mess berth?—Yes; formerly there was a boy to each warrant officer, to act as his servant; but by the present regulation, there is to every three warrant officers an ordinary seaman appointed to act as cook, also an ordinary seaman as steward, but there is no berth for them to mess in; and if they mess on the lower deck, at the time their masters want them, they would be generally engaged in their messes, and there is no place for the servants to retire to; whereas, if there was a mess berth for the officers, the servants could, after the officers had taken theirs, resort there, and take their meals.

3573. Sir *William Miles.*] If the number of the warrant officers was doubled, and the first-class was placed over the second-class in line-of-battle ships, what duties would those officers then fulfil?—In the same manner as the assistant engineers do to the chief engineers; there is an immense amount of duty necessary to keep a line-of-battle ship in good fighting order; no matter how high the state of discipline among the crew, or how well up in gunnery they may be, if the internal arrangements between decks, in the magazines and shell-rooms (in fact, throughout the ship), are not kept up, it would be of very serious consequence in time of war.

3574. If the number of the warrant officers was doubled, might not some of them undertake the duties which are now performed by midshipmen?—They are compelled to do that under present circumstances; I will give one instance; the gunner of the "Marlborough," in the last commission, for the first two years, was on his legs from four o'clock in the morning till half-past nine at night in charge of a deck, in addition to having some 1,100 or 1,200 tons of stores on his charge, and the man was literally worn out at an early age; and it is frequently the case that gunners, boatswains, and carpenters, but more particularly gunners, just reach the first-class when they become so incapacitated from hard work, as never to be able to serve a day in a first-class ship at sea.

3575. By doubling the number of the warrant officers, do you think that there would be a fair proportion of work for them to perform, without actually wearing them out as at the present time?—That would be the case if the first-class were made commissioned officers, and it would open a wider field for promotion among the seamen and petty officers, and afford an inducement to them to remain in the service, instead of purchasing their discharge, as at present, or taking it at the expiration of their first period of service. And it would be a great saving to the country, by lessening the number of entries, and expense of training boys.

3576. Sir *James Elphinstone.*] Has not the amount of ordnance stores increased enormously within the last 20 years?—I should think the tonnage something like twenty-fold, and in value I should think a thousand-fold, since shells, rifled cannon, rifled small arms, and rockets have been introduced into the Navy.

3577. The duties of the gunner have proportionately increased, while his emoluments remain as they were 30 years ago?—I believe that the warrant officers now are worse off than they were 50 years ago; while the pay of first-rate officers in those days was 5*s.* 6*d.*, my pay now is 5*s* 7*d.* I have been 16 years in the first-class; and my pay is the same as one just promoted to the first-class; there should be an increase of pay for increased service, in all classes; money has very much deteriorated in value, and every emolument is swept away; there is no powder-case money, no annual allowance for painting guns, no re-stowing powder, and prize-money in a first-class ship is seldom or never heard of.

3578. Are there any farther observations that you wish to make?—There is one in particular, and that relates to widows. A commissioned officer is allowed to marry up to the age of 60, but a warrant officer is allowed to marry only up to the age of 50 (though compelled to serve till 60), if after that age, the widow would not be entitled to an annuity; and if ever there was a time when a warrant officer needed a wife it must be when he is at home, and not when he is at sea.

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Then there is the compassionate allowance; there is no provision for the fatherless or orphan children of warrant officers, and they are frequently inmates of a poor-house. The outfit on promotion is insufficient; there is no reward for war service for the seniors, either by promotion or otherwise. With regard to corporal punishment, the boatswains of the Navy pray most earnestly that corporal punishment, when necessary to be inflicted, should be transferred to the duties of the police.

3579. The boatswains object to the present state of things as to corporal punishment. Will you just explain that to the Committee in your own language?—Many petty officers refuse the rating of boatswain's mate, and more particularly that of boatswain, in consequence of having to inflict corporal punishment; they think that it is very degrading to the character of an officer, and that it would be more proper, and more in keeping, if it was transferred to the duties of the police. The situations of boatswains of the yards and master riggers, claim attention of the Select Committee; they have considerably increased the size of our dockyards, and the general establishment of steam throughout the Navy, has entailed many additional duties on the boatswains and master riggers, and they do not receive a fair equivalent for it, and they desire to bring this to the notice of thisSelect Committee; they wish also to blend their civil service and naval service together for retirement in the same manner as the riggers in the dockyards do at the present time. The loss of clothing is another point. The "Orpheus" was recently wrecked; the boatswain and carpenter survived, and the boatswain told me himself that he had sent in a claim for 122*l.* as the amount of his loss; he had an exceedingly good outfit, and he lost everything, for which he was awarded only 30*l.* A midshipman or a cadet would receive 40*l.*, and an assistant engineer or assistant paymaster 60*l.* They have no cabin furniture, no cooking or mess utensils, or anything of the kind to provide; but each warrant officer must not only provide his uniform and his linen, but he has a cabin to furnish, besides bedding, and all the cooking and mess utensils for himself and servant.

3580. Lord *Clarence Paget.*] Is it not the fact that linen and furniture have lately been found for him?—No, neither linen or furniture; there are a few things (according to the mess trap, or the mess outfit scheme) allowed to warrant officers, *vide* Admiralty Circular; with these they have much cause to complain; they are of so common a nature that many of the warrant officers will not take them into their cabin; they prefer buying others at their own expense; they have brought them back to the lower deck again; they supply them with the common pin-handled knives and forks, and on the whole there is not sufficient in quantity, and they are very inferior in quality. The warrant officers would be very thankful for the boon, if it was improved, or if they had such as supplied to the gunners' mess of the "Excellent;" they would be very well satisfied with that, or such as issued to the engineers' mess. Prior to the year 1844, warrant officers' names and their promotions and appointments were gazetted; but in that year they were placed at the bottom of the list, and their names were left out of the "Gazette;" there is no finding out the whereabouts of a warrant officer; junior officers' names appear in the "Gazette," and they ask to have a similar privilege granted them, viz., that their names, promotion, and appointments might appear in the "Gazette." If the first class should be made commissioned officers, that their names should also appear on the Navy List; also that there should be a mess berth for warrant officers in large ships in addition to their cabins. Honorary rank on retirement is another point, and that we think, in fairness with every other grade in the service, the warrant officers should partake of an increased step in rank on retiring from the service.

3581. What would you call them on their retirement?—So long as it brought a pecuniary advantage, we would leave that to the discretion of the Government, but it would be this, if a lieutenant retires now with the rank of commander, or a commander retires with the rank of captain, and he dies, his children would have the captain's compassionate allowance, and his widow would receive a captain's widow's annuity.

3582. Do you mean that warrant officers should retire with some honorary rank, or do you think that they should have certain advantages on retirement?—Yes; I think they deserve a proportionate consideration with other grades.

3583. I thought you meant that some honorary rank should be conferred upon them; do you not mean that?—Not if the pecuniary advantage is obtained without the rank. But it is the rank that gives the pecuniary advantage. Another point I wish to mention; I was asked the reason why petty officers do not accept the warrant. A gunner's mate who was recently promoted was in the receipt of 3*s.* 3*d.* a day as a petty officer, and when he was promoted, having all the responsibilities of a warrant officer, his pay was 3*s.* 6*d.*, so that he had 3*d.* a day extra by becoming an officer; and the liability to lose his time in case of being broke. There are many petty officers at the present time who are in the receipt of more pay (without their pension) than warrant officers. There is not a sufficient inducement for the best men to accept the warrant, and in the American Navy, the pay on promotion is more than double the amount received by the oldest first-class warrant officer in the British Navy.

3584. Sir *James Elphinstone.*] I believe you belong to the "Excellent?"—Yes.

3585. Are you chief gunner of that ship?—No; I am a gunner of the first-class, and of 16 years' standing in that rank; there are no "chief gunners" in the service.

Martis, 9° *die Junii*, 1863.

MEMBERS PRESENT:

Mr. Ayrton.	Mr. Maguire.
Sir Francis Baring.	Lord Clarence Paget.
Mr. C. Berkeley.	Mr. Scourfield.
Sir James Elphinstone.	Sir Harry Verney.
Mr. Finlay.	Mr. Walpole.
Sir John Hay.	Sir Henry Willoughby.
Sir W. Miles.	

THE RIGHT HON. SPENCER H. WALPOLE, IN THE CHAIR.

Lieutenant WILLIAM HENRY LIDDELL, called in; and Examined.

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3586. *Chairman.*] ARE you a Gunnery Lieutenant in Her Majesty's ship the "Excellent"?—I am senior lieutenant, and as senior lieutenant of the "Excellent," I must also be a gunnery lieutenant.

3587. How long have you been in the Navy?—Seventeen years.

3588. How long have you been a lieutenant in the Navy?—Nine years.

3589. You are, I presume, acquainted, from the nature of your position, not only with the duties, but with the views entertained by persons of the same rank as yourself with reference to promotion in the Navy?—I have a greater opportunity than other officers, from seeing so many of the same rank passing through the ship.

3590. Do you consider that the officers in your position and rank have any reason to think that the promotion of lieutenants in the Navy is slower for any reasons than it ought to be?—I think that the opinion of the gunnery officers of the Navy is that very little promotion is given to them for their particular duty; in fact, they have a certain amount of their sea-time, which we suppose governs the promotion, taken away from them by the Order of last year.

3591. What is that Order?—The Order, dated 26th March 1862, states, that "after an officer has qualified as a gunnery officer, while waiting for an appointment to a sea-going ship, he is not to have sea-time;" it also states, "that the officers on the staff of the two gunnery ships are only to count three years out of their time as sea-time," although they will be probably there five years. I have known several much longer.

3592. Are those regulations entirely of a recent date?—Last year.

3593. What regulations have they superseded?—There were no regulations as to seatime before, except with officers who were studying, and a certain scale of seatime was given to those officers according to the time in which they passed through their instruction.

3594. That Order has removed the advantage of the seatime which was allowed before to those who were receiving instruction?—We suppose so. I may also say with regard to that question, that not in a circular from the Admiralty, but in a memorandum from the Commander in Chief, which appointed two officers to the "Excellent" last year, it is stated that whilst officers are re-qualifying for gunnery officers, they are not to be allowed any seatime.

3595. Will you be good enough to explain that to the Committee?—Officers are appointed in the first instance to qualify as gunnery officers, they then go into sea-going ships, where they may be for two, three, or four years; when they come back, they are most of them appointed by the Admiralty to the "Excellent" to re-qualify, as certain improvements have taken place in the meantime.

3596. It is as important for them to re-qualify, for the purpose of obtaining all the additional information which science may have brought into the Navy since they had qualified before, as it was to qualify originally?—Much more so, because they have obtained a certain amount of experience, which makes them more valuable gunnery officers.

3597. Do you say that the effect of that re-qualifying for obtaining additional scientific information, is that they lose any portion of the time which they would otherwise have?—They lose all the time which they have on board the "Excellent," the second time they are going through.

3598. That is not allowed to them at all?—No.

3599. How far does that affect their promotion?—I do not know.

3600. Sir *John Hay.*] Am I to understand that by this new regulation, if an officer were to continue serving afloat, giving instruction which would not be in accordance with the advanced state of science, his time would be going on for promotion, whereas, if an officer goes to the "Excellent" to make himself more perfect in science, and more useful to the service, then the time so employed is deducted from his promotion?—He is allowed no sea-time.

3601. *Chairman.*] How much sea-time is allowed for officers who are on board the "Excellent," studying science?—They are allowed 12 months to qualify, if they qualify within the 12 months all that time counts as sea-time.

3602. Lord *Clarence Paget.*] Are they allowed to count the whole time as sea-time?—If they qualify within the 12 months they are; I may state that, during the last four years, not a single officer has gone through the whole course of instruction.

3603. *Chairman.*] Can you explain to the Committee why that is?—It is because the demand is greater than the supply.

3604. The effect of that is, then, that the officers are not so completely instructed as they otherwise would be?—Not in the theoretical part.

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3605. Lord *Clarence Paget.*] But sea-time is counted whilst on board the "Excellent?"—Yes.

3606. *Chairman.*] Sea-time is allowed on board the "Excellent," but the demand for gunnery officers being so much greater than the supply, the complete course of instruction that they would have to go through is not passed through?—It is not, and it is mentioned on each of the certificates.

3607. Is there any competition for the lieutenant's commissions amongst the sub-lieutenants?—None that I am aware of; there was until nine years ago.

3608. Is there no regulation of the Admiralty on that point?—There is nothing of the kind in the instructions, or any circular that I am aware of.

3609. Nine years ago they were promoted by competition?—There was one every six months; I was the last.

3610. During the last nine years none have been promoted upon that plan?—None.

3611. What has been the reason of that?—The sub-lieutenants have been kept so short a time on the list that it has not been worth their while to compete for it. It took 18 months, six months to qualify as gunnery officer, and 12 months at college, before they could gain their promotion, which, on the whole, would make nearly two years as a sub-lieutenant; I was nearly two years as a sub lieutenant or mate myself.

3612. Lord *Clarence Paget.*] In what time do they generally obtain their promotion now?—Under two years certainly; it varies.

3613. *Chairman.*] Do you think while competition was required, that that improved the class of scientific officers?—Being one myself, I suppose I must not say much about it, but I know what the opinions of officers in the Navy are, that it was of very great use to the service. Captain Hewlett, of the "Excellent," has said over and over again, that he is excessively sorry that the college commissions have ceased to be competed for.

3614. How are they given now if they are not competed for?—According to the discretion of the Admiralty.

3615. A selection is made by the Admiralty?—Yes.

3616. Is that the only way in which they can obtain their promotion?—In some few instances, those who have passed a very good examination have been promoted.

3617. By the Admiralty?—Yes.

3618. As to the greater number, the promotion does not depend upon an examination, as I understand you?—I understand not.

3619. Have you any suggestions to make to the Committee with reference to persons of your rank in the Navy, by means of which you think their promotion could be more steadily secured, and with general advantage to the Navy, speaking only of the lieutenants?—With reference to the gunnery lieutenants, I can say that it is a great disadvantage that the promotion on board the two gunnery ships should be so slow, and for this reason; they are obliged to go there as junior, and it is not a prize for the gunnery lieutenants; I would suggest, therefore, that in that branch the promotion might be accelerated.

3620. What time usually elapses before they obtain their promotion?—I think four years and a half in the "Excellent," on the staff.

3621. Sir *Francis Baring.*] Have you been a first lieutenant four years and a half?—No.

3622. How long have you been a first lieutenant?—I have been a first lieutenant some months; but that is merely a question of chance; some officers have been made first lieutenants of that ship, when they have been five years lieutenants, whereas, by an unfortunate chance, I did not get to that post till eight years and a half.

3623. Lord *Clarence Paget.*] You have served all your time on board the "Excellent," have you not?—No; I was gunnery lieutenant of the "Curaçoa," in the Black Sea. I was invalided from her.

3624. How long were you at sea?—I was 13 months gunnery lieutenant of her; and I commanded the gunboat attached to the "Excellent" a year and six months.

3625. Would you consider, for the general advantage of the service, putting your own case out of consideration, that in the case of very excellent gunnery officers serving in the "Excellent," they should be promoted and put in command of a ship without going to sea?—Certainly not; I think it is a very great evil that I, in common with other officers, who have been first lieutenants of the "Excellent," should have been there so long; I think it is a great disadvantage that any one should go on the staff of the gunnery ships so junior as they must be to go there at all.

3626. You would recommend that a lieutenant should have completed his sea-time before he went into a gunnery ship?—Certainly; if he were to do so now, he would have to get up to 11 or 12 years before he got promoted at the present rate of promotion.

3627. Mr. *C. Berkeley.*] Are there not two instructing gunnery lieutenants of the "Excellent," and of the "Cambridge?"—In the "Excellent" there is a first lieutenant and three gunnery lieutenants. The junior commands the gun-boat but also assists in the instruction. In the "Cambridge" there is a first lieutenant and three gunnery lieutenants.

3628. How many yearly promotions have there been to the posts of those eight gunnery officers?—I have cast up the average, and I find that during the past five years one has been promoted in every 10 months.

3629. *Chairman.*] As to the warrant officers in the "Excellent;" have you had much opportunity of making any observations as to them?—It is the duty of the first gunnery lieutenant on board the "Excellent" to bring men forward before the commander, men whom he considers desirable men to qualify for gunners.

3630. Have you found any difficulty recently in obtaining proper men for those duties?—The whole number has not been complete for two years; the number qualifying in the "Excellent" is 20; and in the "Cambridge" there is a similar number.

3631. That is the number that you ought to have, 20 in each of those ships?—Yes.

3632. What number have you had?—It varies from 10 to 15.

3633. But your proper number being 20 for each of those ships, how does it happen that the number has not been filled up?—The best men will not volunteer for it.

3634. What do you trace that to, their reluctance to volunteer for gunners?—They state that with the additional pay as instructors and seamen gunners, they are better off, taking everything into consideration, as petty officers than as warrant officers.

3635. Have you anything to suggest upon that head, by means of which you could increase the number,

number, and therefore increase the efficiency, of the warrant officers?—I think it is impossible to say anything as to warrant officers under that head without mentioning the question of pay; it all turns upon that. I may also say that the number of third-class gunners is nearly as great as the number of the first and second classes put together; consequently, they are a very long time in the third class.

3636. Is there anything else that you would like to suggest to the Committee with reference to officers in your own rank in the Navy?—Our duties consist in the instruction of men, the examination of officers, and conducting experiments under the captain of the "Excellent." During the past year 12 lieutenants, 100 sub-lieutenants, 60 gunners, 600 seamen, 25 marine cadets, and 130 boys have passed through our hands.

3637. They have been instructed and examined by the staff of that ship?—Yes.

3638. You mention that, I presume, as a reason why more consideration should be given to gunnery officers than you think, perhaps, is extended to them at present?—I do. I consider that my appointment is the most important one that any lieutenant in the Navy can hold.

3639. That being so, I do not think I quite understand the relative ratio of promotion of officers in your rank in the Navy, being gunnery officers, as compared with officers who are not gunnery officers?—When I spoke of promotion just now, I spoke not so much of gunnery officers as a body, but of the staff of the gunnery ships. Gunnery officers do not look upon it as a good thing to be appointed to the staff of either of the gunnery ships.

3640. There is no great inducement for officers to come on to the staff of a gunnery ship?—Before I joined it, there had been a vacancy on it for 18 months; I mention that to show what the feeling is.

3641. It was the want of that reward which disinclined officers from taking those duties?—Partly that, and partly because it is necessary for one who comes on to the staff to be junior to all the others; therefore, there is a very small number to select from.

3642. That being so, how would you propose to remedy it?—I consider that a greater amount of promotion should be given to the staff of the two gunnery ships.

3643. You would give a more rapid promotion to those employed on the staff of the gunnery ships as compared with other officers of the same rank in the Navy?—I would.

3644. You would do that on the ground that, they being the highest scientific officers in the Navy, and therefore, perhaps, of greater value than other officers, they ought to have that inducement to enter into that particular branch of the service; and that inducement you think would be best given by more rapid promotion?—I think so; I may mention that, so difficult has it been to get a proper number of officers to qualify as gunnery officers, that within the last five years as many as 16 or 18 have been appointed, all against their will.

3645. In short, they no longer volunteer for that branch of the service?—No.

3646. Sir *James Elphinstone.*] Is not the work on board the "Excellent" more laborious than it is in any ordinary seagoing ship?—I consider so. During the last week, I may mention that I have been working till one o'clock every night at experiments.

3647. Are there any advantages accorded to gunnery officers beyond those accruing to other lieutenants in the service?—I have not found them out.

3648. You are on the same footing as lieutenants in seagoing ships?—I believe so.

3649. What amount of leave do you receive on full-pay?—The officers in the gunnery ships get a very fair amount of leave; they get six weeks in every year on full-pay.

3650. Lord *Clarence Paget.*] You stated that they had the same pay as the other lieutenants, that they have no advantages over other lieutenants?—I ought to have said that there was 1*s.* extra per diem given to them, if over three years' seniority; that is the only inducement.

3651. What is the amount of leave upon full-pay given to lieutenants in the service?—None at all, without they are in harbour ships. An officer was appointed to the "Excellent," three years ago, on his return from foreign service, where, I believe, he had been for three years. He applied for six weeks' leave, and was told that he might have the leave, but that he must go on half-pay; in the meantime, an order came down to take his name off the ship's books.

3652. What amount of leave have you had since you have been in the service?—I have had more, I suppose, than any officer in the service, because I have been kept on the staff of the "Excellent:" I have had nine months' leave altogether.

3653. During 14 years' service?—Yes; I have only served 14 years; I was on the Reserved List for two years.

3654. Lord *Clarence Paget.*] When you speak of leave, I presume that you mean leave of absence for a considerable period of time; of course officers are allowed, after they have done their work, to leave the ship, but you mean leave of absence for some time?—Yes.

3655. The rapid promotion of the sub-lieutenants is owing, is it not, to the want of executive officers in the fleet?—Yes.

3656. Sir *James Elphinstone.*] With regard to the seamen gunners, are promotion and retirement in the Navy sufficiently attractive to retain qualified seamen gunners in the service?—The inducements which have been held out to seamen gunners have had the very best effect; for whereas, four years ago, we had no more than 200 in a year passing through the "Excellent," we have now 600 men.

3657. Have you any reason to believe that these men are retained in the service?—I have.

3658. Are not the advantages which are accorded to the warrant officers the same which are accorded to the whole of the classes; that is, the first, second, and third classes?—I believe so.

3659. The retirement is the same?—I believe so.

3660. Supposing that the officers in the gunnery ships had the rapid promotion which you desire they should have, they would still hold the position, would they not, for many years of lieutenants?—If what I suggested was carried out, I suppose that a lieutenant would not join the "Excellent" until he had been five years in that rank, and that he would be promoted about the time that he had been eight years in that rank.

3661. Lord *Clarence Paget.*] Will you be good enough to state to the Committee how many years' sea-time you think should qualify an officer

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to belong to the "Excellent"?—What is laid down by the Admiralty is two years.

3662. Is that, in your opinion, sufficient?—I think that if that two years immediately preceded the time that an officer went on to the staff of the "Excellent," it would do.

3663. Then you would propose that he should retain as sea-time his time in the "Excellent"?—Yes; because I understand that if an officer has not sea-time he does not count his time; that he loses all the advantages of his servitude if he does not obtain his promotion at last.

3664. You mean in the event of his being put on the Reserved List?—Yes; a first-lieutenant who was promoted two years and a half ago had his thigh broken by accident, and those things must occur where experiments are being carried on.

3665. You mean, I think, that in the event of an officer, from circumstances, not being able to continue in active service, it would be just that the time he served on board the "Excellent" should count as sea-time towards his retired pay?—Certainly.

3666. With regard to the sub-lieutenants, how many are there on board the "Excellent"?—None. There have been none ever since 1854, as a rule; there has been a stray one now and then.

3667. They do not go to the "Excellent," I suppose, on account of wishing to serve at sea in order to become entitled to promotion; but would you recommend any arrangement as to the sub-lieutenants being put on board the "Excellent," and serving part of their time there?—I believe it has had the very best effect in the case of the mates who were qualifying for gunnery officers. I was there as a mate, and as the mates were working for their promotion, they worked very hard; and that made the lieutenants work hard, because they did not like to be beaten by the mates.

3668. It produced emulation among them?—Yes.

3669. Sir *James Elphinstone.*] Is not sea-time considered an anomaly by officers of your class?—There is nothing in the "Instructions," or in any circular that I am aware of, which says anything at all about it.

3670. Is not the work of officers who conduct the instruction as you do on board a gunnery ship, and the work also of officers who conduct the instruction on board the guardships, more irksome and more laborious than the duties of lieutenants, for example, serving in the Mediterranean?—I think so, except, perhaps, the duties of the first-lieutenant.

3671. In the one case an officer enjoys the advantage of his sea-time, and in the other that advantage is withheld from him; is not that an anomalous state of things?—We consider it to be so.

3672. Lord *Clarence Paget.*] You consider that officers employed on board harbour ships should count their time as sea-time just the same as in seagoing ships?—I think that it should go towards the retired pay.

3673. Actual sea-time gives a claim for promotion as well as for retired pay; but my question is, whether you would put the other harbour ships into the same category as to sea-time as you would gunnery ships?—Certainly not, the duties of the officers of the gunnery ships being much more important.

3674. You think that they have not the same claim?—Certainly they have not.

3675. Sir *James Elphinstone.*] Is it not a more laborious position for an officer to be placed in to carry on instruction in a harbour ship than to be lying at anchor at Naples, Messina, Smyrna, or spending his time in the Mediterranean or on a North American station, or any other station where the work was light and the climate agreeable?—So much do I think so that three years ago I tried all I could to go to the Pacific, but I was not permitted to go; I was told that my services could not be dispensed with.

3676. Sir *John Hay.*] At what age do you think a lieutenant might be retired from active service, supposing him to be promoted?—At not later than 45 years of age.

3677. You do not think that the country could get much work out of him after that?—Certainly not.

3678. Do you think that the present arrangement with regard to the sub-lieutenants is satisfactory, or is it desirable that they should serve for a certain time in that rank before they obtained a lieutenant's commission?—I believe that the present state of affairs as to the sub-lieutenants is most unsatisfactory.

3679. How long do you think that an officer should serve in that rank before he should become entitled to a lieutenant's commission?—For two years, except under exceptional circumstances, as qualifying by competing for a lieutenant's commission at college.

3680. Do you think that the age at which cadets are at present admitted into the Navy is a proper one?—I have not gone into that question at all.

3681. Mr. *C. Berkeley.*] You stated, I think, that you were on the Reserved List for two years?—Yes.

3682. Are you not the only officer in the Navy who has come back to the Active List from the Reserved List?—Yes; the doctor said that I was consumptive.

3683. You were supposed to be consumptive and you were placed on the Reserved List; you were re-surveyed, and then put back on the Active List?—Yes.

3684. Has not that unfortunate circumstance rather tended to retard your promotion; as you have been a lieutenant for nine years, and you have been only seven years of that time on the Active List?—For one year of that time I had to report myself every three months, and I was for three years unemployed.

3685. Of course that circumstance has tended to throw you back?—That is an unfortunate circumstance, but I do not find fault with anybody for that.

3686. Referring to the answer which you gave as to there being so many third-class gunners in comparison with the number in the first and second classes, is not that still more so in the case of the boatswains: are there not many more boatswains in the third class than in the first and second classes?—I compared the numbers (but I have not the result with me) two or three days ago; and I found that there was a larger proportion of third-class officers in the gunner's rank than in the boatswain's.

3687. Of the carpenters I believe there are more in the first and second classes than in the third class?—I have not gone into that question.

3688. Do not you and the other instructing officers on board the "Excellent" count sea-time?—Only three years.

3689. Does the captain of the "Excellent" and the

the commander of the "Excellent" get their sea-time?—Every one except the lieutenants, and some live on shore.

3690. Those who live on shore get their sea-time, but you who live on board the ship do not get your sea-time?—That is so.

3691. Mr. *Finlay.*] With regard to the sub-lieutenants, you stated that you thought they should serve at sea for two years before they obtained their promotion, or before they competed for a college commission?—I thought that that might be an exception; I do not mean to say that they should remain two years on the list without any exception.

3692. But if they got a college commission, should that be in lieu of serving two years at sea?—I will explain that: to enable an officer to compete for a lieutenant's commission, it is necessary for him, in the first place, to qualify as a gunnery officer in the "Excellent," and then to go to college and work up there for a year; and the one that comes out best gets the lieutenant's commission.

3693. Would you propose that in the case of a sub-lieutenant who passes a good examination, the time he was occupied should count as part of his sea-time?—I meant it not to be a rigid two years, for I think there might be some exceptions to that.

3694. You did not mean, I think, to put the college examination in lieu of the sea-time?—Yes, I did; and for this reason, that when an officer wanted to go to college to compete, the first question put was, "Have you taken out a first-class certificate in seamanship?" and no officer was allowed to go there without he had taken out a first-class certificate in seamanship.

3695. Therefore you would consider him qualified as a lieutenant without further service at sea?—Yes.

3696. Would you consider him qualified to act on board a sea going ship as a lieutenant?—An officer who obtains a first-class certificate in seamanship is supposed to be very much above the average, and I consider that he is fit; but it is an advantage for him to have more experience.

3697. Your object is to hold out some inducements to young officers to pass the college examination?—Quite so; and to become scientific officers in fact.

3698. Mr. *Ayrton.*] Do you know whether many officers on the Reserved List in the rank of lieutenant are employed in the Mercantile Marine?—I believe there were; my father was employed in the Mercantile Marine for many years.

3699. Are there any officers now so employed?—I have no data to go upon.

3700. Mr. *Scourfield.*] Different opinions have been expressed before this Committee as to the number of lieutenants necessary for the good working of a ship at sea; do you think that the present number is sufficient, or that that number should be increased?—I do not think that there are enough lieutenants in the larger ships.

3701. Are there enough in the smaller ships?—There is a difficulty in the smaller ships, because they cannot find more accommodation.

3702. You think, at all events, that there are not enough in the larger ships?—Quite so; in the smaller ships a greater number of sub-lieutenants would be a great advantage, as they would have to perform the duties of lieutenants.

3703. Have you formed any opinion as to the present position of the masters in the Navy?—I have talked about it a good deal.

3704. Do you think that there should be any change made in their position, or would you leave them as they are?—I do not like the present state of affairs with respect to the masters; but, at the same time, I have kept too much to my own line to be able to give an opinion with respect to them.

3705. Sir *Harry Verney.*] How long do you think that an officer should be on board the "Excellent" qualifying to become a gunnery officer on board a ship?—It is now ordered to be 12 months, which I think is a very good time.

3706. Do you think it is long enough?—Quite long enough.

3707. To be on the staff of the "Excellent," how long do you think they should serve?—Not more than three years.

3708. Then any time beyond three years would be, in your opinion, lost time?—I do not think that an officer who has been there so long as five or six years is so fit to command a ship when he is promoted.

3709. Lord *Clarence Paget.*] Do you think it would be advantageous to the service if a certain number of naval officers were sent to Shoeburyness, where experiments in gunnery are being carried on?—Yes.

3710. Have you been to Shoeburyness?—Yes; I have been to Shoeburyness several times on duty.

3711. Are the experiments carried on there of a nature which would be useful to naval officers if they were attached to that establishment?—I may mention to this Committtee, that the Ordnance Select Committee recommended that a naval battery should be erected at Shoeburyness, in order to carry on experiments more satisfactorily; and I think that if a naval battery is erected there, naval officers should have the charge of it.

3712. Do you think that what the young officers learn on board the "Excellent" is amply sufficient for all naval purposes, or do you think that they might gain with advantage any further instruction at Shoeburyness as a part of their course?—I do not think that it would be advantageous.

3713. Do you think that they can acquire everything that is requisite for the service from the ordinary course of instruction which they receive on board the "Excellent"?—If that course were fully carried out I do; but it has not been carried out for four years.

3714. Is that owing to the limited demand for such officers?—To the demand being greater than the supply.

3715. Sir *Harry Verney.*] Do officers apply to be sent on board the "Excellent"?—In many cases they do.

3716. Have they to undergo a strict examination upon going on board the "Excellent"?—When an officer applies to the captain of the ship, or, what is the same thing, when he applies to the Admiralty, and the matter is referred to the captain of the "Excellent," he refers to the Examination Book to see what certificate the officer has taken out; and if he has taken out a first-class certificate in gunnery, he is recommended for appointment.

3717. When a naval brigade has been called upon to act on shore, has it not been found that they have been perfectly competent to work their guns?—We entertain a high opinion of our qualifications as gunnery officers, and now they have more to do with heavy artillery than any artillerymen have.

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3718. Sir *Henry Willoughby.*] Have you considered the question of compulsory rëtirement?—Yes.

3719. Will you be good enough to express to the Committee your opinion upon that subject, as applying to every grade in the service; and whether, as compulsory retirement is applied to certain grades, you think that compulsory retirement should be extended to all grades?—Certainly, I have no doubt upon that point.

3720. You would extend, therefore, the same rule to admirals?—To all.

3721. Have you formed any opinion as to the age at which admirals should retire?—I think that the age, as laid down in the scheme of promotion which has been laid before the House by Sir John Hay, is very good.

3722. Do you believe that that is the opinion generally entertained in the profession?—I think it is.

3723. Is your opinion founded mainly upon a principal of justice; that is to say, if one grade is retired compulsorily, that all others should by the same rule be compulsorily retired?—It is more upon the principle of the efficiency of the service than of justice.

3724. Are you of opinion that compulsory retirement is absolutely necessary for the efficiency of the service?—I am.

3725. *Chairman.*] You have had a great deal of experience in the instruction of the junior officers of the Navy?—I have had very great experience.

3726. Have you any suggestions to offer to this Committee with a view to making that instruction more useful and perfect than it is at the present time?—I think, with regard to the sub-lieutenants, that they are too long in England passing through the several examinations; I think that there is an excuse for officers coming home and not being thoroughly up in different gunnery points; there are certain exercises which, from the class of ship they have served in or from other causes, they have not been able to pick up. As to the examination in navigation at the college, I can see no reason why they should not be able to pass that the first day, because papers are issued by the Admiralty every month; and therefore they know, before they come home, exactly what examination in navigation they will have to pass, but in gunnery they do not.

3727. Sir *John Hay.*] There are some ships in which there are no naval instructors, and would you consider that a midshipman who had not had the advantage of a naval instructor ought to be quite as ready to pass his examination as an officer who had had the advantage of such an instructor?—The effect as to officers coming home now, and having one or two months to qualify, is that they cram, and they forget what they learn just as soon as they acquire it.

3728. Have you any suggestions to make to the Committee as to the preparation of midshipmen for passing their examination; is it desirable, in your opinion, that they should pass a certain portion of their time at a naval college before they serve afloat, or that they should pass a certain portion of their time in a ship in which there was a naval instructor, immediately prior to passing their examination?—I consider that midshipmen should be under naval instructors during all their service; although small ships should not have midshipmen, sub-lieutenants would be most useful in them; because they are required in them to perform the duties of lieutenants; there is no accommodation for more lieutenants.

3729. Sir *Harry Verney.*] Do you think that the office of naval instructor and chaplain might be combined in one?—I believe that it is done with very good effect in vessels of the frigate class; but I think the opinion is, that in large vessels there is quite enough for both of them to do.

3730. Sir *William Miles.*] Some discontent has been expressed relative to the situation of first-class gunners, and it has been stated that they are placed in rather an anomalous position: is it your opinion that that is correct?—The great difficulty that gunners and other warrant officers have at present, as they tell me, is that when they are taking a passage in contract vessels they are not put among the first-class; there is no intermediate place, and the consequence is that they are put with the seamen forward.

3731. Do you conceive that the position in which the first-class warrant officers are placed is likely to be detrimental to the service?—Very much so.

3732. And they likewise complain that, having obtained the highest step they can, the pensions to their widows and to themselves are so small as scarcely to afford any inducement to officers to arrive at that rank: do you think there is any truth in that statement?—I have already mentioned that there is the greatest difficulty found in getting men to qualify for gunners. On board the "Excellent" the number that is allowed to qualify is 20; during the last two years the number has varied from 10 to 15.

3733. Does not that show that the complaint which has been urged by the gunners is a well-founded one?—It does; and it shows that the petty officers feel in the same way.

3734. Have you ever turned your attention to this point, whether it would not be, after a certain period of service, proper that the warrant officers, gunners, boatswains, and carpenters should hold commissions?—I have not.

3735. Nevertheless you think, taking into consideration the position of warrant officers of the three classes, that their position is not at the present time satisfactory?—They certainly consider that it is not so.

3736. But what is your own opinion upon that subject?—I think it is not.

3737. Have you any suggestions to offer to this Committee with a view to placing the warrant officers in a better position, giving them more control over the men, and at the same time a better prospect on retirement?—I have not gone sufficiently into that question to be able to give an opinion.

3738. *Chairman.*] Is there anything else that you wish to add to your evidence?—I have made a note upon an opinion entertained by most officers of any rank, and I believe by nearly all the commanders, and that is as to all the officers messing together. Their opinion is, that if all the officers could not, on account of want of space, mess together, at least the captain should mess in the ward room. I believe that that would meet a great many of the difficulties which captains and commanders complain of as to their being obliged to run into debt when they commission a ship.

3739. You think that it would obviate that difficulty if the officers could mess together?—Yes, to a great extent. I have already stated that I was invalided from the Crimea, and I believe that the opinion of officers with regard to

that is, that it is rather a hard case that they should be, when invalided from injuries contracted in the service, put upon half-pay the day they arrive in England. I was put upon 4*s.* a day, and the advice of the doctor was that I should live well, and take plenty of horse exercise.

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Mr. WILLIAM PINHORN, called in; and Examined.

3740. *Chairman.*] ARE you one of the paymasters of the Royal Navy?—Yes.

3741. Will you be so good as to explain to the Committee the different stages that are passed through before you can obtain the rank of paymaster?—The entry into the service as assistant clerk is between the ages of 15 and 19, and after a servitude of one year, if qualified, they become clerks, and at the end of three years more, if they are qualified, they become assistant paymasters.

3742. What is the average length of service of the assistant paymasters before they are promoted?—The average length of service now is about 11 years.

3743. What causes, if any, have led to that protracted service, before they obtained higher rank?—The want of retirement in the senior classes, in the upper portion of the list.

3744. The senior classes are so blocked up that there is no promotion?—The promotion is very slow in consequence of there being no actual scale of retirement.

3745. Is there any rule in the service as to that?—The first retirement was in 1843, which consisted only of 30; that was under the Order in Council of 10th June 1843, and of which there are only five officers now left on the list. Then another great retirement took place in 1852, which reduced the number of the paymasters to about 270; at that time if the Paymasters' List had been completed to 300, the assistant paymasters would not have been beyond seven years' standing.

3746. Is there any rule as to the compulsory retirement of paymasters?—There is not, and to show that, in 1852 when a large retirement took place, an assistant paymaster would not have been above seven years' standing from the date of his passing his examination from the age of 21.

3747. Lord *Clarence Paget.*] Therefore, he would have been 28 years old?—Yes; in 1853 the senior assistant paymasters would have been only eight years standing; in 1854 they continued of eight years standing, and in 1855, when a great alteration took place among the paymasters, and they were thrown into classes, the assistant paymasters remained of eight years standing; and after a trial from 1855 to 1863, the assistant paymasters' promotion has retrograded, and they are now between 10 and 11 years standing as assistant paymasters from the age of 21.

3748. *Chairman.*] What is the number of the paymasters?—Three hundred.

3749. What is the number of the assistant paymasters?—That varies according to the number who qualify; 236 at present.

3750. Lord *Clarence Paget.*] The average age at promotion, I believe, is 31?—Between 31 and 32; they pass at 21, and some are of 11 years' standing and have not been promoted, making them 32.

3751. What is their full pay when they become paymasters?—They begin at 13 *s.* 8 *d.*; as assistants they have 7 *s.* a day; they are in two classes; they get 5 *s.* a day in the second class, and 7 *s.* a day in the first.

3752. With no allowances?—No.

3753. *Chairman.*] It has been suggested to this Committee that a compulsory system of retirement on account of age should be introduced into all ranks of the Navy; have you formed any opinion as to the application of such a rule to the paymasters?—I think that compulsory retirement at the age of 60, would be acceptable to all classes of paymasters, and that voluntary retirement at the age of 55 would be very acceptable also.

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3754. Supposing that rule to be introduced into the Navy, would that in your opinion sufficiently accelerate the promotion of paymasters and assistant paymasters, so as to prevent the disappointment which they may now feel from not getting forward so rapidly as they might desire?—It would aid in the promotion; we have now officers of 60 years of age on the Active List, and I presume that they have no object in retiring, as it would not benefit them in any way whatever; I think that many of them would be willing voluntarily to retire at the age of 55.

3755. Mr. *C. Berkeley.*] The assistant paymasters receive 5 *s.* a day?—Yes.

3756. Rising up to 7 *s.* a day?—Yes; and if placed in charge of stores they receive 10 *s.* a day.

3757. The paymasters rise to 1 *l.* 12 *s.* 11 *d.* a day?—Yes.

3758. Lord *Clarence Paget.*] I understand the gist of your evidence is, that there should be compulsory retirement upon fair terms, for paymasters in the Navy at 60 years old?—Yes; the wish of the paymasters has been expressed in a memorial which was presented to the Admiralty some time ago, of which I have a copy here, if I may be allowed to hand it in.

3759. Have you any other observations to make to the Committee?—I have to remark that the Order in Council of 1852 gave promotion, with the rank of paymaster in chief, for ten officers for long and meritorious service; but the age was not mentioned, nor was the length of service. In practice, I believe that the age of 65, and a servitude of 15 years, were required, and they have never been found, as two elements, to combine; when an officer has got the age he has not got the service, and *vice versâ*.

3760. You would rather relax the rules, so as to entitle them to retirement as paymasters in chief?—Yes.

3761. Whereas, the rules of the service at the present time, as to length of service and age, render few eligible for it, you would relax those rules?—Yes; the Order in Council of 1860 cancelled the Order in Council of 1852, and there is less object in retiring now with the rank of paymaster in chief than there was formerly, because there is no retiring fee attached to it; those who retired before the Order in Council of 1860 received a consideration for their public services over what they could get by remaining on the Active List; those who retired under the Order in Council of 1860 get no benefit from the retirement except the rank.

3762. Sir *Francis Baring.*] As you propose that there should be compulsory retirement, would you make any reduction in the number of the paymasters?—None whatever; I think that 300

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as now fixed, is a good working number, if the retirement would afford promotion to the juniors.

3763. Should you consider that those above 60 years of age would be active officers?—Those who are above 60 years of age, have petitioned and requested that retirement should be made compulsory at 60. I do not think that my evidence would interfere with their wishes or their prospects.

3764. Why should you retire them above 60 if they are capable of performing their duty?—They have generally complained that they are not capable of performing their duty.

3765. If not capable of performing their duty, why should the same number of active officers be kept up; the present lists contain a certain number of officers who, however good they might have been when young, are now rather over the age for active duty?—I think that the condition of the list at 300 only affords fair relief to those who come home from foreign service; there are very few over 60; not more than three, I believe, now on the active list.

3766. *Chairman.*] Are there any other suggestions that you wish to make to the Committee on behalf of the paymasters?—Yes; I wish to draw the attention of the Committee to the system of classification that was established in 1855. I believe it was tried as an experiment, but it did not give satisfaction to the paymasters as a body. They were then divided into four classes; the 30 seniors were made first class, and so on. In 1855, when the classification was established, the junior of the first class was of 18 years standing; the junior of the second class was of nine years standing; the junior of the third class was of four years standing; the system has been in operation for eight years, and we find now that the junior of the first class is of 18 years standing; the junior of the second class is of 13 years standing, instead of nine years; and the junior of the third class is of nine years standing, whereas he was only of four years standing when the classes were established. This arises from the stagnation at the top of the list. I have also to remark that the promotion from class to class is entirely by seniority, and with the exception of the case of one gentleman, who is not connected hardly with the Navy, a Mr. Smith, who stands at the top of the second class—for he is the only one who has been passed over in the promotions—promotion is regulated from class to class by seniority, and officers who do not serve at all progress towards a superior class and a better position by seniority alone, whereas those who serve do not progress in the ratio that they would otherwise do.

3767. You would make promotion from one class to another depend partly upon service as well as upon seniority?—The classification was tried, I believe, as an experiment, and as far as the paymasters are concerned, they are very much dissatisfied with it. The common rule of the Navy is, that officers' services are recognized according to different periods of active service; not as officers of a certain standing.

3768. Lord *Clarence Paget.*] Would you prefer that officers should, in your position, be promoted by selection?—No; it is generally wished that it should be on account of actual length of sea-time; as for instance, with masters, engineers, chaplains, naval instructors, and the medical branch, it is by the length of their sea-time; they derive a benefit from their position and their services, and they get a better reward. Such is not the case with the paymasters. You may find men in the first and second classes who have never served, but who, if they were called upon to serve, would receive a higher rate of pay than the juniors who have served.

3769. Mr. *Ayrton.*] What is the position of those who have never served?—They occupy a place on the half-pay list.

3770. Do they do nothing?—No; I presume that they are not called upon to serve.

3771. *Chairman.*] How long do they remain on that half-pay list?—Until they are retired from being over age.

3772. Are they not called from the half-pay list into active employment?—There are some who have never been called upon; one gentleman has risen into the second class, and he is not far from the first-class.

3773. What class was he in when he last served?—He has never served a day; he has never been actively employed since he received his commission as paymaster.

3774. Mr. *Ayrton.*] In no service?—None whatever, since he was promoted.

3775. Sir *Henry Willoughby.*] Are there many cases of that kind?—There is one exceptional case, that of an officer not having ever served; several have served only for a very limited time. The hard-working paymasters of the third and fourth classes, who are of 13 years and nine years standing before they could get promoted, would receive much less salary than this gentleman if he was sent afloat.

3776. Sir *William Miles.*] You say that there is an instance of one never having served at all?—Never since he was promoted; he was an acting officer on a foreign station, and was promoted; he came home to England, and found his promotion, but he has never been employed since.

3777. Where is he now?—He is in the second class; he stands 10th on the second class; and if 10 promotions were to take place, he would get into the first class, never having served.

3778. Lord *Clarence Paget.*] Might it not be so arranged, that a man should not pass from one class to another without having served in that class?—I think that the paymasters would prefer being paid as the other classes in the Navy are, according to the length of their servitude; the classification has not given satisfaction. We think that the payments should be according to the length of the service; an officer who may be in the first class, if appointed to a ship, and if paid by length of service, would receive only the reward of his past services.

3779. Would it not come to the same thing, if an officer was not promoted from one class to another unless he had served in that class?—It would appear to come to the same thing; but it is not so clear upon the face of the instructions as to be satisfactory to the officers, because we have no means of ascertaining the fact of servitude.

3780. Mr. *Ayrton.*] I suppose there is always some reason why an officer is not employed?—I believe that there were very good reasons why the officer to whom I have referred was not employed. I have heard of them.

3781. Is it not generally understood, that any officer in your department who is not employed is kept out of employment for some very good and sufficient reason?—I believe there are very good and sufficient reasons why several officers on this list are not employed; several of them do not occupy their proper places on the list as to their seniority; and I believe that that has been on account

account of meeting with the displeasure of the Lords of the Admiralty; and their promotion has been stopped.

3782. *Chairman.*] You would suggest, I think, that promotion from one class to another should depend partly upon service as well as upon seniority?—I think wholly upon service, without classes.

3783. You would retire paymasters at the age of 60, compulsorily, and they should be allowed to retire at 55 optionally?—Yes.

3784 Would you retire them as paymasters in chief if they had not undergone a certain period of service?—I think they could have the rank, but if their retirement was confined to what they had earned by actual service, which is the case under the Order in Council of 1860, then those officers who came to the top of the list, and retired with the rank of paymaster in chief, if they had a retiring fee, would only have that in addition to the half-pay which they had already earned, and they would not be in the receipt of as good an income as they otherwise would be, with long service.

3785. In all cases do you think that they should be retired with the rank of paymasters in chief?—Yes. They are limited now to 10; I think that the number should be extended in order to make room for those who desired to retire. The list is now full, and if any officers wished to retire, there is no room for them; there is one vacancy, I believe, on it.

3786. Lord *Clarence Paget.*] That is a matter which is regulated by the Order in Council of 1852?—Yes.

3787. Mr. *C. Berkeley.*] Is not the case to which you have alluded, of a paymaster who has not served, a case which more or less occurs in all branches of the service?—It may be so; but I have no reason to speak to other branches of the service, because I am not acquainted with the facts.

3788. Without referring to any particular individual, is it not the case that if a gentleman gets upon a certain list he rises in it according to his seniority, and gains whatever increased advantages there may be?—Yes, he does so; in all classes they rise by seniority, except by a recent regulation as to the lieutenants; their half-pay is regulated by their number of years sea-time. The commanders rise by seniority, and so do the captains; but the medical branch and all the civilian branch, paymasters and engineers, &c., are all regulated by length of service. If an officer upon our list misconducts himself he is not employed, and he never benefits himself by rising on the half-pay scale.

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3789. Sir *John Hay.*] Many Paymasters, I believe, hold the office of secretary to a flag officer; do you think that the time so served should count as service for the Paymasters?—It always has counted as time for the Paymasters; and I think, that as to those officers who have devoted their time and attention to the duties of secretary, it would be very hard to deprive them of the benefit of that time.

3790. It is your opinion that the present arrangement should continue?—Yes; I think so.

3791. *Chairman.*] Is there anything that you would wish to add to your evidence?—I should wish to make one further remark, that the rank of Paymaster in Chief, being at present a retired one, the Paymasters are very desirous of seeing a small Active List of Paymasters in Chief, to be employed at the principal naval ports, and to be attached to flag ships on foreign stations. We think that it would be a great relief to the Paymasters, particularly of the flag ships abroad. Having served with the late Sir James Dundas and with the late Lord Lyons in his flag ship in the Black Sea for four years, I may mention that the want of an officer of the rank to relieve me in part of my duties was very much felt; in procuring cash for the fleet, and in making extensive purchases, I was frequently compelled to be absent from my duties on board ship, and they necessarily either got into arrear, or I had to keep very late hours at night to keep pace with my duties, at the sacrifice of my health.

3792. Would you appoint these Paymasters in Chief in addition to the Paymasters?—Yes; particularly in war time; considering the immense amount of treasure that passes through their hands, and the extensive purchases which they have to make, it is too much for the Paymaster of a flag ship to do, in addition to his present duties. I think in the home ports they would relieve the flag ships in the payment of what are technically called foreign wages.

3793. There is some statement that I believe you wish to explain or correct?—Yes; respecting the senior Paymasters of the Navy. In 1852, 12 years' service was the limit recognised; and in 1860, by an Order in Council, 20 years was recognised as affording a title to half-pay remuneration; but since that time, although officers may exceed the service of 20 years, no provision is made by any higher scale, enabling them to rise upwards, above 20 years, from which their services are acknowledged. We find that 25 and 30 years are common in the Navy with other classes, but that the paymasters by the Order in Council of 1860 were only extended to 20 years, and many of them will have exceeded that period of service.

Lieutenant THOMAS EYTON, called in; and Examined.

3794. *Chairman.*] ARE you on the Retired List or Reserved List of lieutenants?—I am on the Reserved List.

3795. Is not that called the R List?—Yes; it is.

3796. Are there any remarks that you wish to offer to the Committee with reference to the retired officers of your rank, and the lists upon which they are retired?—I have drawn up a short statement, if I may be permitted to read it, as to the state in which they are now. The lieutenants on the Reserved List were placed there by compulsion. They had no increase of rank or pay. They have only a remote and (to many) improbable contingencies of rising in rank or pay. Owing to the number above them, many must be 70 years of age before they can attain to the 7*s.* List, and upwards of 80 years of age before attaining to the 8*s.* 6*d.* List of 1816. This evil will increase for some time. Few promoted after 1815 can hope to get on the list of 1816; probably 50 years of age would have been sufficient for that list at that period. It must therefore be evident that these officers are in a much worse position than their predecessors.

Lieut. *T. Eyton.*

3797. Is that list of 1816 supposed to be a list that

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that was most beneficial?—Yes; in the time of Lord Melville; it gave them 8*s.* 6*d.* a-day. It was then 50; it was increased to 100 in 1816.

3798. That is the list upon which officers in your rank in the Navy are able to get?—Yes; the senior on that list was 62 when he was appointed, he is now about 92. I am now 64 years of age, and it will take me about 15 years more to get on to that list. I must be 80 years of age before I get on to that list.

3799. You are on the R list?—Yes; the 6*s.* a day list. The Order in Council of 1851, which forced the Lieutenants on to the Reserved List, stated that they were to retain all the advantages they then enjoyed. A Lieutenant on this list has been declared ineligible for an appointment to Greenwich Hospital; that is myself.

3800. Were you retired on that list?—Yes, on the R List; a lieutenant on this list has been declared ineligible for an appointment in Greenwich Hospital, although a master on the Reserved List (about 40 years out of employment) had been appointed. The Reserved Captains F. G., and Commanders M. N., who were promoted under the same Order in Council, have recently had their sea-time granted to them. These lists were said to be for officers who had served long and well; many of these captains never served as commanders. The Reserved List with promotion has had every advantage given to it; the Reserved List without promotion allows nothing, no matter what length of servitude. There is nothing left for the lieutenant but very distant prospects, especially to those promoted after 1815. The commanders placed on the Reserved List by compulsion, under the same Order in Council, are now all promoted by subsequent Orders in Council; that is, they issue fresh orders and take them up by degrees into the Captains' List. Nothing has been done to relieve the lieutenants; they only rise by death vacancies. The lieutenants promoted to the Commanders' List W, by the Order in Council of 1860, have their sea-time allowed, also 10*l.* addition to their widows' pension, and the out pension from the lieutenants' List. The lieutenants who were retired under the same order have their sea-time, with the certainty of the same advantages at 60 years of age. Not one lieutenant on the Reserved List has had the out pension since the new retirement. The lieutenants in the Indian Navy are now retiring with the rank of commander, taking precedence of their seniors in the Royal Navy. Then, as to Greenwich Hospital; some years ago, (not during the time of the present Board of Admiralty), when the superintendent of schools died, Sir James Gordon sent for me, and asked me if I would take the appointment. I said that I was on the Reserved List, and that I thought it was hopeless. He said "there is a master here on the Reserved List." It was not with the same Board; it was Sir JohnPakington's Board, and a master was appointed by the previous Board. He said, "you go to Sir Richard Dundas, and there shall be a letter sent for you." I went to Sir Richard Dundas, and he said, "the appointment is in the gift of the first Lord." But he said, "you are on the Reserved List, and it is of no use; however, I will represent it." I told Sir James Gordon this, and he said, "there is a master here on the Reserved List; I have mentioned it;" but he said, "I believe the vacancy has been already promised." The Order in Council which put me on the Reserved List said that we were to "retain all the advantages that we then enjoyed." I do not exactly understand the meaning of that Order in Council. I suppose that the Board that put us upon the list only intended that we should be excluded from active employment. If I had applied for Greenwich Hospital before the order came out, it could not have been said that I was ineligible.

3801. Has it ever been said that you were actually ineligible?—Yes; for Greenwich Hospital. I afterwards went to Sir John Pakington, and he said, "I am sorry that I can do nothing for you, as you are on the Reserved List."

3802. Sir John Pakington at that time treated officers on the Reserved List in the same manner as if they had been on the Retired List?—Yes.

3803. Is that the construction which, in practice, the Board of Admiralty has put upon officers being on the Reserved List?—Yes.

3804. The Committee would like to be informed whether your notion is that the Board of Admiralty considered you ineligible, or whether you were treated as ineligible merely because they did not select you for appointment?—No; Sir Richard Dundas said particularly, "You are not eligible as you are on the Reserved List." I did not see Sir John Pakington then, but I afterwards went and asked him for my promotion under the M. N. List; and he said, "I am sorry that we can do nothing for you, as you are on the Reserved List."

3805. Lord *Clarence Paget.*] You consider it would be fair that you should be considered as qualified for the Greenwich out-pension; is that so?—No, my lord; I applied to go on to the Hospital itself, not for the out-pension.

3806. You think that you ought to have been entitled to be made a lieutenant of Greenwich Hospital?—Yes, at the time; but that scheme put me in a worse position than I was in before.

3807. Mr. *Ayrton.*] Were you told distinctly that you could not be appointed to Greenwich Hospital, or that the Admiralty did not intend to appoint you, or any one from the Reserved List?—I cannot say; but Sir Richard Dundas said distinctly, "You are ineligible, as you are on the Reserved List."

3808. Mr. *C. Berkeley.*] Is it the fact that no lieutenant from the Reserved List has hitherto been appointed to Greenwich Hospital?—Not since the year 1860; since this last scheme.

3809. Before that a lieutenant was appointed to Greenwich Hospital from the Reserved List?—Not to Greenwich Hospital, but to the Greenwich out-pension; not in the Hospital since 1851; nor any lieutenant who was put on the Reserved List at that time, excepting to the out-pension.

3810. But to lieutenants on the Reserved List the out pension has been granted?—Yes, up to the year 1860; up to this last retirement; not since that. I can put it in a stronger way than that. I had been for 21 years Superintendent of the Marine Society's ship; and that was the reason why Sir James Gordon sent for me; he had no personal knowledge of me; but I mention that, in justice to him, I suppose that he considered the appointment would have been desirable for the schools at that time. I do not say that it would have been, but that was his reason for sending for me.

3811. Were you not allowed by the Admiralty to accept that place?—Sir Richard Dundas said that I was not eligible for it; but the appointment rested with the First Lord, and he would mention it.

3812. Sir *Francis Baring.*] You applied to be made

made a Lieutenant of Greenwich Hospital?—I did not apply for it; Sir James Gordon applied for me to take that particular duty.

3813. I will read to you the words of the Order in Council; they are these: "Officers who may be thus placed on reserved half-pay will be allowed to retain all the advantages they now enjoy of rising in pay or rank, or of receiving the Greenwich out-pension." The words specifically mention that you shall receive the advantages of pay or rank, and the out-pension of Greenwich Hospital; but it does not hold out any promise of an appointment in the hospital itself?—I did not particularly want the appointment, but what I say is, that we are put in a worse position; they said that they could not do it. Since that time I have applied for my sea-time, and I had very fair sea-time; but that has not been allowed to us. It is allowed to captains and commanders who are on their Reserved List, by the promotion that has been latterly allowed (I think about the year 1860) by the Admiralty; but we are told that we must wait, and we must come on in rotation without sea-time.

3814. Lord *Clarence Paget.*] You are to come on to what?—To the 7*s.* List, when I should have the rank of commander; and that would be in about four or five years hence, when I am 70 years of age.

3815. *Chairman.*] In four or five years hence you would come on to the 7*s.* List?—Yes; and in about 10 years more I should come to the 8*s.* 6*d.* List.

3816. Sir *Francis Baring.*] What service have you had?—I was 16 years in active service, and nearly all the time in the West Indies and on the coast of Africa. I was on the coast of Africa with two commodores: I went out with Sir Robert Mends in the "Owen Glendower;" he died, and then I went into the "Maidstone" with Sir Charles Bullen, who made me a lieutenant for my services up the rivers. I have never had an easy berth; I have always been at sea; no Coast Guard time, nor any other time but pure sea-time.

3817. You have not served for 20 years, have you?—No; I was put on that list long before my time was out, I suppose because I made a truthful report in that circular when it was sent round. You were required to state whether you were desirous of serving; the medical certificate was, "In good health, having had jaundice and rheumatism;" and I put down, "Not desirous of serving, but fit for harbour service;" that has brought me on to the Reserved List.

3818. Sir *John Hay*] How long were you a mate?—I was six years and a half a mate, three-and-a-half years a lieutenant, and part of the time I was first-lieutenant.

3819. How much of that mate's time are you able to count now for a pension?—Not anything, because I am on the Reserved List without promotion; if I had been on the Reserved List with promotion, I could have claimed the time now, but I can claim nothing.

3820. All that time is lost to you?—Yes.

3821. Lord *Clarence Paget.*] You are of opinion, I think, that the rule of allowing an increase of pay for service should be extended to officers on your list?—Certainly; and I could read something to the Committee bearing upon that.

3822. You having no advantage on the one hand from your mate's time, I understand you to complain that your promotion is retarded by being confined solely to seniority without reference to your service?—It is age now on the Active List: every one of 60 years of age on the Active List becomes a commander; but I am on the Reserved List, and therefore I must go on by rotation.

3823. And become a commander by seniority?—Yes; but I must wait for four or five years.

3824. Mr. *C. Berkeley.*] You would become a commander under the Order in Council of 1830?—Yes, with increase of pay of 1*s.* per day.

3825. Sir *John Hay.*] You have lost, by going on to the Reserved List, certain advantages which you think you would have enjoyed had you remained on the Active List of Lieutenants even without serving?—Yes, I should have been a commander to a certainty.

3826. You would have been a commander at the age of 60, and have counted a certain amount of time for service as mate, and service as lieutenant?—Yes, but on the new scheme I should have 2*s.* or 3*s.*; on the present scheme only half that amount.

3827. Therefore, by the removal of your name to the Reserved List, you have forfeited the advantages which you would have enjoyed from your former service as mate and lieutenant on the Active List?—Yes, 2*s.* or 2*s.* 3*d.* a day.

3828. *Chairman.*] At the time that you were put on the Reserved List, those prospective advantages to which Sir John Hay has referred were not in existence under any regulations of the Admiralty?—None, excepting Greenwich Hospital.

3829. The regulations now made by the Admiralty, which would have enabled you, supposing you had continued in the profession and had not been put on the Reserved List, to have obtained your rank as commander, are regulations which were made in the year 1860?—Yes.

3830. In point of fact, you elected at that time without knowing of that subsequent Order, which might have put you in a better situation to come on to the Reserved List?—No; I was compelled to go there, I did not elect to go.

3831. Mr. *Ayrton.*] You were engaged, were you not, in some other occupation at that time?—Yes, in the year 1851 I was.

3832. Being in another occupation, you wrote to say that you did not desire to serve any more in the Navy?—I said, "Not desirous." I did not decline; I only filled up a circular; I did not write.

3833. Lord *Clarence Paget.*] Did not the Order in Council of 1860 cause a considerable flow of promotion in the upper ranks in the Navy?—Not much that I am aware of.

3834. Has it not increased the promotion in the Navy?—I suppose it has to the Active List only.

3835. Therefore, the effect of that Order in Council has been, that you, if you had remained on the Active List, would have had a better chance of promotion?—I should have been certain of it.

3836. You claim, as I understand you, the full advantages of that Order in Council, although you had been retired before?—I say most respectfully, that I consider we ought to have been brought into that order. Sir Richard Dundas told me that the order was meant for justice, soon after I had this put into my hand, which bears completely upon this question, the Order in Council relating to masters in 1814. It says: "Copy of a Memorial from the

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Board of Admiralty to his Royal Highness the Prince Regent in Council, dated 7th November 1814: We do most humbly beg to state to your Royal Highness, that we are of opinion that superannuated masters, who, by His Majesty's Order in Council of the 15th June 1808, were allowed the benefit of half-pay, established by His Majesty's Order in Council of the 15th August 1805, ought to enjoy the advantages of half-pay established by your Royal Highness's Order in Council of the 23d July last; and therefore we do most humbly propose that we may be authorised to direct that the said masters may be allowed, in future, superannuation equal to the half-pay which, from their services and qualifications, they will be entitled to upon the present scale of half-pay, instead of the superannuation they are at present allowed." The Admiralty at that time, although they had superannuated the masters, brought them in again upon a new scale, thinking that they ought to have the same benefit as the others; and that is what I think they ought to have done in our case, and every person thinks so: this is a very hard case. I have been serving my country all this time, and I have turned out more than 10,000 boys and sent them to sea, and I have never been reprimanded in all my life by anybody.

3837. Mr. *C. Berkeley.*] How much time as a mate, and how much time as a lieutenant at sea, did you have?—My time has been all actually at sea: six years and a half as a mate, and three-and-a-half years as a lieutenant.

3838. Under those circumstances, you receive the lowest rate of lieutenant's half-pay?—Yes, 6*s.*; I receive the lowest rate on the Reserved List; a very few may have less.

3839. Rising up according to seniority?—Yes.

3839*. To the retired commanders of 1830, and eventually to the Retired List of 1816?—Yes.

3840. You complain that if you had not sent in that answer, and had remained on the Active List, you would have received more than you do now?—Yes.

3841. And that you should have been made a retired commander under the Order in Council of 1860?—Yes; it is on that account alone that I complain. I think that every lieutenant, whether on the Reserved List, or whatever the List may be, ought to have been all treated alike, and not be referred to the list which they are upon. If we have given our services, we should be paid for them alike.

3842. The lieutenants on the Reserved List, and the commanders on the Reserved List, were made under precisely the same Order in Council, and under similar paragraphs?—Yes, exactly.

3843. Those reserved commanders, consisting only of a small number, have recently been promoted, have they not?—Yes, every one of them; but I understand that one will not take it.

3844. Do you not consider that the same treatment that has been dealt out to those reserved commanders ought to be dealt out to the reserved lieutenants?—I think it ought to be. I believe that we are a respectable body of officers, and there are some very long services amongst us.

3845. Mr. *Ayrton.*] Are the Committee to understand that anything has been done since you retired that has in any way interfered with the conditions under which you retired?—Yes; I never retired myself; I was placed on the Reserve.

3846. Nothing has been done which has in any way interfered with your position under the Order in Council of 25th June 1851?—Yes, by this scheme of 1860; I complain that I am not brought into that.

3847. But that does not interfere with your position; under the Order in Council of 1851, you will continue to rise in the rank of reserved lieutenant, as you did before, and up to the rank of commander?—Yes; but it is, in fact, giving us nothing; it is not likely that we shall reach that age.

3848. Nothing has been done to interfere with the promotion that you would gain under the Order in Council of 1851?—Not with the Order itself, except that the Admiralty have taken commanders all up into the Captain's List.

3849. That does not concern your promotion under the Order in Council of 1851?—No; we are just the same.

3850. You are left exactly as you were before?—Yes; while everybody else has been made better.

3851. *Chairman.*] Suppose the Order in Council of 1860 had never been passed, you would not then have come here thinking that you had any grievance to complain of under the Order in Council of 1851, except one grievance, that being on the Reserved List you could not get employment at Greenwich?—Yes, that is exactly the case. I mentioned to the Duke of Somerset that I was in the position of a person who was at one time eligible for everything, and to have gone on in the service; but now I am ineligible, and those who were ineligible are now promoted; many who never served at sea in a man-of-war, since passing their examination, have been promoted, and some commanders have been promoted to captains without any servitude as commanders,; they are allowed their sea-time, but I am still debarred from my sea-time.

3852. You have been speaking hitherto of the R Reserved List: are there any remarks that you wish to make as to any other Retired or Reserved List, as to which you think the officers have some case to submit to the Committee?—Yes. I hold in my hand a letter from an officer on the P List of Retired Commanders under the Order in Council of 1830; it is from Stephen Stocker, a retired commander, and addressed to a member of this Committee, he says: "I respectfully beg to state, for the information of yourself and the Committee on Naval Promotion and Retirement, that on the 30th July 1859, I was placed on the Retired List of Lieutenants, with the rank of commander, on 7*s.* per day, without any increase of pay for 36 years' active service; nor did this very lengthened servitude entitle me to any of the advantages of the Order in Council of the 1st August 1860, having been placed on the Retired List 12 months previous to its promulgation, which I most respectfully submit for the consideration of the Committee as a case of much hardship. I am in receipt of the lieutenant's out-pension of Greenwich Hospital, for injuries received whilst actively employed; but for my long and zealous servitude I have no reward. I beg to apologize for intruding myself on your attention and that of the Committee; but as the system of promotion and retirement is about to be inquired into, I feel it a duty, both to the service and myself, to state the above facts, that the Committee may see from them how very inadequately the services of old officers have hitherto been rewarded."

3853. You

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3853. You have read that letter for the purpose of showing that another class of officers, besides your own class on the R List, think that they have grounds of complaint of which they desire this Committee to take notice?—Yes.

3854. But that case, like your own, in part, is the case of an officer who would not have had any reason to complain if the Order in Council of 1860 had not been passed?—I do not suppose he would.

3855. It is the superior advantages supposed to have been conferred by that Order in Council of 1860 on a class of officers like the one whose letter you have read, and others in a similar position, that makes them think they have grounds of complaint, because they were put on a Retired or Reserved List before 1860?—I think it is because they do not get the advantages which the others do.

3856. But the advantages were never advantages conferred, or supposed to be conferred, by the Admiralty upon any officers until the year 1860?—No.

3857. Mr. *Ayrton.*] The officer whose letter you have just read, retains all the rights that he ever had under the Order in Council of 1830?—Yes.

3858. Those have not been interfered with in any way?—Not that I am aware of, except by comparison.

3859. Lord *Clarence Paget.*] That is the general complaint of all officers on the Retired and Reserved Lists?—Yes.

3860. That their position is worse by comparison?—Yes; everything is by comparison.

3861. Sir *Henry Willoughby.*] Are they of opinion that these measures should be retrospective?—They think that they should be extended from this time; I do not say that they should go back; I suppose they are in hopes that the Committee will recommend that we should be all treated alike; that is my meaning; and I suppose it is the meaning of all.

3862. Mr. *Ayrton.*] Would their recommendation be, that the Order in Council of 1830 should be cancelled, and that another order of a different character should be substituted?—I do not know about cancelling; but you might bring them all under one.

Captain EDWARD GEORGE ELLIOTT, called in; and Examined.

Captain *E.G.Elliott.*

3863. *Chairman.*] YOU are a retired commander on the W list?—Yes.

3864. When were you retired?—In October 1860.

3865. You were retired under the Order in Council of 1860?—Yes.

3866. Are there any remarks that you wish to offer to the Committee as to your own case, or the cases of officers in a similar position with yourself, as to the principle upon which they have been retired?—We complain of the injustice of allowing only one year for three served in the Coast Guard on the scale of retirement.

3867. What service are you allowed at the present time?—Only one year for every three years served.

3868. You are allowed one year in three as the mode of calculating the scale for retirement?—Yes.

3869. Do you mean that more time ought to be allowed for Coast Guard service than is now allowed?—Yes.

3870. Do you think that time ought to be allowed for Coast Guard service the same as for sea service?—There is not a harder service under the Crown, and we therefore think that we are entitled to the whole of our service.

3871. You think that Coast Guard service ought to be treated in the same way as sea service is treated?—Exactly; there is not a harder service under the Crown.

3872. Have you any other observations to make about that Order in Council, or about the officers who are retired on the same list as with yourself?—We complain of the low estimate in which the service is held.

3873. Will you explain to the Committee the effect which you think will be produced by the non-allowance of Coast Guard service as sea service upon their retirement?—Many officers have served for not quite 18 years for the want of a few weeks, and they are not allowed a year of it because they are not over six years; the scale commences at six years, and over six years to nine years, and being only allowed one year for three if they have not completed 18 years service they are not allowed one hour of it, and they lose 18 years or close upon it.

3874. Sir *James Elphinstone.*] What is the reason of the low estimate in which the Coast Guard is held with regard to service?—Upon my word I never could understand.

3875. You stated just now that the Coast Guard Service was a very arduous service?—We are told so when we are joining, and we find it so. We are told, on entering, that is, the Lieutenants of the Navy are informed on appointment, that the duties are continuous, severe, arduous, and harrassing; and that a man must be vigorous in health, both in mind and in body, and under 45 years of age; that their proficiencies and capabilities will be tested by having to serve two months on probation, although perfectly fit to serve in the Navy; when, if not found active, zealous, and in every respect competent, they will be discharged; as also, at any subsequent period, on failure of any of those requisites, to facilitate which private and confidential reports would be made, by which they could be removed at any period, without charge preferred or reason given.

3876. Does that appear in any public document?—When we were first recommended to the Coast Guard Service, it came from the Coast Guard Office.

3877. Were you in the Coast Guard Service, or in the Coast Blockade?—The Coast Guard.

3878. The Coast Blockade was first established by Captain M'Culloch about the year 1817, and there was a good deal of fighting, I believe, at that time?—Yes, there was indeed; but I was not in the fighting part myself. I was out in the boats constantly, and in constant danger. I was at the capture of a number of smugglers, and we had very arduous duties to perform, being out all night in the boats. I beg to add, having aided and assisted in the capture of over 30,000*l.* worth of smuggled goods, and in saving 40 lives from shipwreck, in doing which have partially lost the use of my left arm. The Coast Guard also render most valuable assistance to the mercantile

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interests in saving property to the amount of nearly a million annually, as proved by the Board of Trade returns.

3879. Did not conflicts with the smugglers take place at that time in which men were killed and wounded, and officers received very serious injuries?—Numbers.

3880. It was a duty altogether of a war kind, was it not?—It was the most arduous duty to be performed under the Crown.

3881. Was there any difference made between the time when smugglers habitually resisted the execution of the law, and the time when the Coast Guard became merely a protection to the revenue?—No. The morals of the people were much improved by the Coast Guard, and conflicts did not take place so frequently.

3882. Was there any difference made between the time that was awarded to officers for service in the Coast Guard at the period when that service involved frequent conflicts with the smugglers and when the Coast Guard became merely a protection to the revenue?—Yes. At that time the whole term was allowed in the "Ramilies," the "Ganymede," and the "Severn."

3883. When was the time first reduced?—The formation of the Coast Guard, I think, was in 1820.

3884. When did the Coast Blockade come to an end?—Not in two counties (that is, the counties of Kent and Sussex) until 1831, but all over Ireland, and part of Great Britain, the Coast Blockade was not formed.

3885. You say that the time which officers passed in the Coast Guard counted for sea-time; when was that reduced?—Upon the ships being paid off, and the Coast Guard being transferred, in 1831 I think it was, to the Customs.

3886. With respect to other considerations, besides bodily risk, was there any difference in the duties that were exacted from officers in the Coast Guard after 1831 as compared with the duties they performed before?—No, they were the same exactly.

3887. But they were mulcted of two-thirds of their time?—Yes.

3888. Was there not a great number of officers in the Coast Guard who had served a long time as mates?—Yes, there were.

3889. And to whom it is a most severe hardship that the time which they had an opportunity of serving, both in the rank of lieutenant and commander, should be taken from them?—Yes; and in some cases it militates against them; for had they remained on the list of lieutenants they would have risen to the 7*s.* and 8*s.* 6*d.* Lists, whereas now many have only 6*s.* per diem, not having completed 18 years in the Coast Guard, and can rise to nothing higher The promotions to the rank of commander would have gone on by age to the 7*s.* and 8*s.* 6*d.* List. On the list of lieutenants being promoted to the rank of commander they only got 6*s.*, several of them; and they do not rise to 7*s.* and 8*s.* as they would have risen; they are taken off that list; they rise and fall; there is no doubt they rise on the W List, and many of them have only the 6*s.* List; because of their time being deducted one year in three, it has not made up the time to six years.

3890. You feel it to be a grievance that the retiring allowance is not increased annually instead of triennially?—Yes. If an officer serves 18 years in the Coast Guard, he would get six years of that allowed; he must serve nine and more before he can get the next step, as only three years are allowed for nine. I know one or two officers who wanted three weeks of completing their extra time.

3891. Are you aware that in the civil service every day that a man serves Her Majesty reckons towards a pension?—Yes.

3892. Lord *Clarence Paget.*] You were placed on the W Retired List of commanders in October 1860?—Yes.

3893. Before that time you were upon the Active List of lieutenants?—Yes, I was.

3894. What were you receiving on the Active List of lieutenants?—Six shillings a-day; that is the half-pay.

3895. At the time when you were put on this Retired List, you were receiving that amount?—No; I was upon full-pay at the time in the Coast Guard.

3896. What were you receiving as full-pay?—I think it was 11*s.* per day, 1*s.* 4*d.* per day in lieu of provisions, and 100*l.* per annum allowance as inspecting lieutenant, altogether 324*l.* 6*s.* 8*d.* In explanation I beg to state when lieutenants first joined the Coast Guard their pay was 9*s.* per day, being 2*s.* 6*d.* more than lieutenants serving afloat, to compensate for loss of provisions, house rent, wine allowance, servant and fuel; but when the naval pay was increased by 3*s.* 6*d.* per day, the Coast Guard was only increased 1*s.*, so for near 20 years the latter were serving at 45*l.* per annum less than the former.

3897. What do you receive now?—Eleven shillings and sixpence, and 2*s.* for mate's time.

3898. Making altogether 13*s.* 6*d.*?—Yes; that I am receiving now.

3899. That is 3*s.* 6*d.* a day more than you received before?—I had more altogether; I had an allowance for provisions when in the Coast Guard, and I lost some little by it, but nothing to signify; I do not speak of myself individually, but of other officers who are retired. To prove that the Coast Guard is a hard service, and that it is not thought much of, and is not estimated as it ought to be, which we all feel, I may mention that we have no day of rest, Sunday or any other holyday; this being the only service under the Crown where one unbroken routine of duty is expected, night and day; we never know the moment that we might be called upon, day or night; I have been in my bed after being out all night, and I have not been warm in bed when I have often had to jump out again; I served for six months in a boat afloat, and I was constantly in rowing-boats on the coast at night.

3900. Sir *James Elphinstone.*] By the exertions of the Coast Guard, smuggling has been reduced to a minimum?—It has been completely put down; the returns made to the Chancellor of the Exchequer would show that; for many years, until very lately, we had no leave of absence for over 24 hours during the year, and even then our pay was stopped for one day; we had no night in bed all the year round, except it was a bed of sickness; I served for about 15 years, and I never had a night in bed.

3901. Lord *Clarence Paget.*] You mean that you did not pass the whole night in bed; you do not mean that you never went to bed?—No; I went to bed at three or four o'clock in the morning.

3902. Sir *James Elphinstone.*] That was a constant grievance, and you have been mulcted of two-thirds of the time which you so passed?—Yes.

3903. Mr. *C. Berkeley.*] When did you leave the Coast Guard?—In October 1860.

3904. When you received your promotion?—Yes.

3905. How long had you been in the Coast Guard and in the Coast Blockade?—I was never in the Coast Blockade; I was 25 years in the Coast Guard; I was for seven years commanding a Revenue cruiser—32 years altogether.

3906. Previously to that, how much service at sea had you had?—Eighteen years as a midshipman; I was a passed midshipman upon 31*l.* a year, and then latterly it was increased to 50*l.*

3907. Are there not a certain number of pensions given to lieutenants of the Coast Guard?—Not that I know of; there may be Greenwich Hospital out-pensions. There is Coast Guard Retirement, and the case of those officers is very hard. I will mention the case of one, but they are pretty much alike. There is one officer, Lieutenant Walker Taylor; he was 20 years a midshipman, and on foreign stations all his time; he had served 20 years in the Coast Guard, and he was then placed on the Reserved List; he was on the 6*s.* half-pay List; he was refused the benefit of the W List Coast Guard Retirement; and he is now, after 40 years' service, receiving 6*s.* a day, because he has a paltry pension of 20*l.* from the Customs.

3908. Mr. *C. Berkeley.*] Before the introduction of that Order in Council of 1860 the term of service, either in the Coast Guard or at sea, was of no use as to pay, was it?—No.

3909. The additional pay for length of service was introduced by the Order in Council of 1860?—The retirement was.

3910. And the additional pay for length of service?—Yes, it was introduced then.

3911. The officers serving in the Coast Guard have been allowed to participate in that to the extent of one-third of their time?—Yes.

3912. Do you know whether there are several officers upon the different Commanders Lists who are now receiving more as half-pay than they ever received when they were on full-pay?—No, I do not know that.

3913. Mr. *Ayrton.*] Were not the officers of the Coast Guard, until very recently, in civil employment under the Commissioners of Customs?—No; we were essentially a Naval service, appointed by the Admiralty. When applying for appointments the Admiralty would say, we cannot appoint you in the Navy, we will appoint you to the Coast Guard; and then we have to apply to the Comptroller of Coast Guard.

3914. From that moment you were under the orders and directions of the Commissioners of Customs, the same as any other officer of Customs who was paid by the Customs?—Yes; but we all came through the Coast Guard Office.

3915. Those officers were officers under the Commissioners of Customs, and they were paid by them?—Yes; we often said that it was a mongrel service, and we did not know which service we belonged to.

3916. But the Commissioners of Customs knew that you belonged to them, and were under their directions?—They denied us, and said that we were naval officers.

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3917. You were paid by the Commissioners of Customs?—Partly by the Commissioners of Customs, and partly by the Navy.

3918. You received your half-pay from the Navy for doing nothing in the Navy, and you received pay from the Commissioners of Customs for doing your duty as an officer in the Coast Guard?—Yes, but we received less; we had Civilian Coast Guard Officers receiving more.

3919. But the whole of your instructions and orders were received from the Commissioners of Customs?—Yes, but we received orders from the Admiralty also; we had to attend to both.

3920. You had certain duties to perform for the Admiralty?—We had to obey all orders.

3921. The Commissioners of Customs could have removed you from your post?—I do not know, but I suppose they could if they had represented it to the Admiralty, and if it had suited the Admiralty that it should be done.

3922. When did you enter the Navy?—I entered the Navy in 1808.

3923. How soon did you get made a lieutenant?—In 1826.

3924. I presume you had not the good fortune to be connected with the family of the Elliot's, with one "t" in the name?—No, I have two "t's" in my name.

3925. Mr. *Maguire.*] Have your duties been principally confined to the shore?—Not in the Coast Guard; we had an immensity of boating; I was myself rowing guard in a boat every night.

3926. You say that you received much less pay than a civilian in the same service; what was the difference between the pay of the civilian and your pay?—We received about 1*s.* less pay than they did.

3927. But you were considered, I suppose, to hold higher rank?—As it suited; I remember a Court of Inquiry upon a lieutenant; he wanted to be tried by his peers, and they appointed two civilians to try him; they said he was a civilian.

3928. Sir *Francis Baring.*] You have stated that an officer had his allowance reduced in consequence of being in receipt of his half-pay; are you not aware that that is the general rule?—Yes, it was the general rule.

3929. It was no particular grievance in the case of the individual, although it may have been a hardship upon him, because it is the general rule that in the case of superannuation or retirement, if the retired officer receives any other pay in the shape of half-pay, or from any other department, that is always taken into account at the Treasury?—I suppose so; I applied to the Treasury for a pension, and they told me that they had nothing to do with me; I thought that they would have retired us all; the civilian officers get retirements from the Board of Customs.

Commander THOMAS WOODGATE, called in; and Examined.

3930. *Chairman.*] ARE you on one of the Reserved or Retired Lists of the Navy?—I am on the Retired List V, under the Order in Council of 1860.

3931. You were a commander in the year 1860, and you were put on the Retired List as a commander?—Yes; not as a captain.

Commander *T. Woodgate.*

3932. Have you any remarks to make to the Committee upon that Order in Council, with reference to officers of your rank in the Navy, and upon

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upon whom you think that order may have operated disadvantageously?—There are 14 of us, I think, on that List, and I think that the Order in Council in its operation upon our position was unjust. I think it was impolitic, and I think it was partial.

3933. Confining yourself to those 14 officers, will you explain to the Committee in what way you think that Order in Council has operated upon you and upon them unjustly and partially?—It operates partially by treating us differently from the 14 *s.* 6 *d.* list in the rank above us, all of whom were exempted under that order; and the commanders on the 10 *s.* list ought equally to have been exempted.

3934. From what?—From the effect of the order, precisely the same as the captains were on the 14 *s.* 6 *d.* list. Being compulsorily retired on the pay which we were then receiving, it was a precedent; there is no case that I am aware of on record, where any officer has been compulsorily retired without obtaining a step in rank, and carrying with it an increase of retired pay.

3935. Then you do not so much complain of the introduction of the principle of compulsory retirement, as you complain of the introduction of that principle without giving a step in rank?—Quite so; I think that if the country calls for it, we are bound to retire; but, at the same time, I think the country is bound to do justice to us.

3936. Do you think that the introduction of that principle of compulsory retirement was, or was not, disadvantageous to the Navy?—I think that compulsory retirement for age would be advantageous to the Navy, undoubtedly; but I think it was very disadvantageous to this particular list of commanders.

3937. You do not object to that system, but you do object to the application of a rule that should operate disadvantageously upon a particular class of officers?—I would say unjustly.

3938. Would you extend that compulsory system beyond the rank of captains, up to flag officers?—I would extend it generally throughout the service; to every rank with one exception.

3939. Might not some complaints arise like those which you have made as to this particular class of officers if certain qualifications were not annexed to the application of that system to flag officers?—I hardly think so, because I think that we were treated unjustly in being deprived of the advantages which we possessed under previous regulations.

3940. What were the advantages that you possessed under previous regulations that were taken from you in 1860?—By the Order in Council of 1860 they have not been carried out; I should have been a retired captain 12 months ago, or nearly so, in the middle of last year, and the lowest officer on that V List would have been a retired captain, with 10 *s.* 6 *d.* a day, during the current year 1863.

3941. Lord *Clarence Paget.*] Will you be good enough to explain how, if that Order in Council of 1860 had not been issued, you would have been a retired captain in 1860, or when do you expect to be a retired captain now?—I really cannot say what regulations may be introduced between this and my being 60; I have a mere claim, but no certainty of ever getting it. The Order in Council of 1860 admits that I have a claim at 60 years of age; but I have no claim previously to that.

3942. You would be on the Active List of Commanders at the age of 60?—Yes.

3943. When you got to the head of that list you would, by seniority, then become a retired captain?—I need not have necessarily come to the head of the list; I might have had the option the same as was offered to other officers.

3944. What pay did you receive in August 1860?—Ten shillings a day half-pay on the Active List of Commanders.

3945. Then, suppose that no Order in Council had been issued, you would have been promoted when you came to the head of that list by seniority, at how much a day?—Ten shillings and sixpence a day, but not necessarily arriving at the head of that list.

3946. You might have arrived at it?—I was sure to arrive at the rank of retired captain if I chose to accept it, without arriving at the head of the List of Active Commanders, as the retirement was offered to commanders in rotation, some of whom declined it.

3947. What are you receiving now?—Ten shillings and sixpence.

3948. In fact, you are receiving an extra sixpence more than you would have done under other circumstances?—I did receive it, it is quite true, and for a very limited time previously, in 1862; and I should, in the ordinary course, have fallen into the H. I. K. List, if I had accepted it; but now, at this time, I am getting 10 *s.* 6 *d.*, and I have no claim to the captain's rank.

3949. *Chairman.*] When was the H. I. K. List created?—In 1840.

3950. Mr. *C. Berkeley.*] You were on the Active List of Commanders, and you say that if you had remained upon it till 1862, you would have become a retired captain under the Order in Council of 1840?—Yes; I should have had the option.

3951. Then, if you had accepted it, you never could have received more than 10 *s.* 6 *d.* a day?—That is true.

3952. Being a retired commander under the Order in Council of the 1st August 1860, you are entitled now to receive extra pay, according to the length of your sea-service?—Exactly.

3953. If you had had 20 years' service in the rank of commander and lieutenant, you might have received 16 *s.* 6 *d.* a day?—I apprehend that if I had had some sea-time, I should not have been on that list.

3954. It is so stated in the Order in Council?—Yes; but that would remove me from that list; my position would not have been the same if I had had the service.

3955. If you had had the service, you think that you should have been promoted?—Yes, undoubtedly; in that case they could not have put me on that list by compulsion, because I had not been in active service for 15 years.

3956. That was the reason of your being retired?—Yes.

3957. Lord *Clarence Paget.*] You were retired with an additional 6 *d.* a day?—Yes.

3958. Had you any sea-time which entitled you to rise in pay?—Certainly, under the time that I served as mate, and that was a further hardship; I consider that in common justice we ought to have been allowed our whole time in calculating it.

3959. What are you now in the actual receipt of?—Ten shillings and sixpence per diem.

3960. And you have been so since August 1860?—Yes.

3961. If

3961. If the Order in Council of 1860 had not been issued, you would have been in the receipt of the same pay that you now receive only in the last year?—Yes, two years afterwards.

3962. So that you have benefited by the Order in Council by the addition of 6*d.* a day for two years?—Quite so; but I am black-listed for that; it seems to me to be a very great hardship that an officer on the Active List of Commanders is to be put on the Retired List as a commander; I do not say that is my case only; I get 10*s.* 6*d.* per diem under that Order in Council. Had I been put on the Retired List as captain, and had other officers been put on the Retired List, it would have been no further burden to the country, and they would not have been insulted by being placed on a black list.

3963. You are now eligible to be promoted without pay?—Not unless I live until the age of 60; in the meantime a great number of young officers will step over our heads on retired rank; I think it is a very hard thing that an officer is to be put where it is no burden to the country, and where the remuneration is precisely the same, and where common courtesy and society gives you the rank, that you are to be debarred from that much by the Admiralty; I consider that a great injustice; it is almost an insult.

3964. Your complaint is more with regard to the honorary title which you think you have earned than to any substantial advantages?—That is a portion of it, undoubtedly; but I do complain of the calculation. If any officer on that list comes under the Coast Guard service, I do think he has not received a sufficient allowance for that service, and I think that we are fully entitled to look for the whole of the mate's time being counted. You find that young officers as mates for two years, do practically perform, if they happen to be two years' mates, in many instances lieutenant's duty; they have charge of a watch; we know that it is so more especially on board of small vessels; in my own case I certainly very rarely had anything but lieutenant's duty to perform. Then I should complain of the spirit in which this seems to have been carried out; it seems to have been hastily arranged, and there seems to have been a want of consideration for the feelings of those officers. I will take the case of an officer now; what will the Committee think of an officer receiving an offer to retire on the 10*s.* 6*d.* list (the H. I. K. list); a commander on the Active List, and in the same category as myself; he received in March 1860, an offer to retire upon 10*s.* 6*d.* a day, retired captains' pay. The scheme is promulgated in August, and it must have been clearly understood before; but here was an offer to retire on 10*s.* 6*d.* a day, when that scheme would entitle him to 11*s.* 9*d.* I think that that officer's feelings could hardly have been carefully considered, and that it was rather sharp practice upon him.

3965. How would he be entitled to 11*s.* 9*d.*?—By additional service under the Order in Council of 1860, either for mate's time or lieutenant's time. I wish to express my view to the Committee that the feelings of these officers were not taken into consideration. I quote the case of an officer who received that offer of retirement in 1860, when this scheme must have been fully matured, and yet under that scheme he might retire on 11*s.* 9*d.*

3966. Under what scheme did he retire?—Under that of August 1860, whereby he gets an addition over the 10*s.*

3967. An individual officer you state, was offered a certain retirement in March 1860?—Yes.

3968. What was the rank of that officer?—He was a commander on the Active List.

3969. He was offered retirement that would give him (he being a commander on the Active List) the half-pay of 10*s.* a day?—Ten shillings and sixpence in March 1860. He declined it; he had heard of this scheme coming out, and he thought that he could not by possibility be in a worse position; and he benefits by refusing it. I maintain that that officer's feelings could not have been fairly taken into consideration when, had he accepted the offer, he would have lost so much per annum, the scheme which has been mentioned having been actually matured.

3970. You assume that the scheme of August 1860 was matured in March?—Yes, I infer so, seeing what transpired in Parliament.

3971. You think that a hardship was inflicted because a scheme was kept back which would have offered better terms?—I give that as an example, showing that the feelings of officers have not received due consideration.

3972. You assume it to be true that the scheme was cut and dried in the month of March?—Yes; but I can only assume it, I cannot know it.

3973. It is only in your imagination that it was so?—Not altogether. When I see that a measure is brought before Parliament I can hardly imagine that a sum of 12,000*l.* was proposed to be voted without the scheme having been fully matured at the Admiralty.

3974. The grievance that you complain of is, that there was a scheme offering better terms about to be issued, and that an individual officer was offered retirement under a former Order in Council which was not so advantageous?—Yes.

3975. And you assume that that was done knowingly?—I can only assume that. I find that there is another officer who has suffered from having refused it; he was offered retirement with captain's rank, at 10*s.* 6*d.* a day, on the same list of commanders to which I limit my observations; the offer was made to him and he refused it: in making that offer the Admiralty clearly admitted that his services entitled him to that rank, but because he declined that offer, he is compulsorily retired now without any hope of getting captain's rank, unless he attains the age of 60.

3976. When would he have got captain's rank, supposing the Order in Council never to have been issued?—He would have obtained it before myself; I should have had it in 1862; but in fact he was entitled to it; it was offered to him and he declined it: he might have had it at any time, but he declined it because he did not think it was a just remuneration for his services; he was an officer with very strong testimonials as a gunnery officer.

3977. He preferred remaining on the Active List?—Yes, with the hope of getting something better; he had very strong testimonials as a gunnery officer.

3978. When that officer was put compulsorily on the Retired List had he any service as mate or lieutenant which entitled him to anything above the 10*s.* 6*d.* per day?—I am not quite sure as to the entire extent of his services, but I apprehend that he has.

3979. Assuming that he has something in the way of services that would count, he would get an addition over and above the 10*s.* 6*d.*, according to the length of his service?—Over and above the 10*s.*

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3980. I understand you to say that an officer declined an honorary position. If there had been no Order in Council, and he had accepted retirement, he would have gone up till he came to the top of the List, and then have been entitled to a rise on a previous Retired List?—No, I apprehend that he would not have had the offer repeated; he declined the offer, thinking that his services entitled him to something more; the offer to him would not have been repeated.

3981. What were his prospects then?—His prospects with his testimonials were increased rank, and promotion on the Active List as captain.

3982. He having served the commander's time at sea?—No.

3983. How then could he be promoted to the Active List of Captains, without having served the stipulated time as commander?—They must have given him a ship for that, they must have employed him.

3984. Although he had not been to sea for 15 years, he expected to be offered, a ship with a view to enabling him to serve his time, and to qualify him to go as a captain on the Active List?—He considered himself, no doubt, qualified to do so.

3985. Mr. *Ayrton.*] But the Admiralty had not considered him qualified for 15 or 16 years?—I do not quite see that; the Admiralty may not employ an officer, but that is not saying that he is not capable of doing his duty.

3986. Lord *Clarence Paget.*] Had he offered his services?—I have no doubt that he had.

3987. He had not been selected?—No; I think probably his case was like my own, the answer to the last application that I made for employment, when Sir James Graham was First Lord of the Admiralty, was this, that "the applications were very numerous," and he "feared the disappointments must be equally so."

3988. This was the case of a meritorious officer, who, if he had been able to obtain employment, would have been better off than he is now; but failing employment he is not worse off, in point of fact, in consequence of the Order in Council of 1860?—He is worse off in point of rank.

3989. Mr. *Ayrton.*] In each case, supposing he failed to obtain employment, he would be worse off?— If he had remained on the Active List.

3990. Sir *Francis Baring.*] As I understand you there were two officers placed under similar circumstances?—Rather opposite circumstances.

3991. As I understand your evidence, they were placed under similar circumstances; they both declined promotion, or rather they both declined retirement; one of them gained by declining, and the other lost by declining?—Yes; but in the case of the officer who gained, it is not that, I wish to bring to the notice of the Committee that he has lost or gained, but it is as to the want of consideration for the feelings of officers in arranging that scheme. With due respect to the Committee, I would submit that the Order in Council of 1860 places a power in the Admiralty which is scarcely fair towards the officers; the Admiralty has simply to decline employing an officer, and giving no reason for it; they simply do not please to select him, and he is per force, retired at the expiration of 15 years. If they are determined to retire an officer, however deserving, they have simply to say, "We have no ship to give you."

3992. *Chairman.*] How can that be avoided if the power of selection is to be left with the Admiralty?—I think that power should be exercised in reducing the lists to that state that every officer ought not to go over five years unemployed; the list ought not to extend beyond the number which the requirements of the country might call upon to serve, but they should serve in rotation, with an interval not exceeding five years.

3993. Would you not leave the power of selection in the Admiralty?—Undoubtedly, with the understanding that no officer should be unemployed over five years.

3994. Then it is not the Order in Council which has operated disadvantageously, but because the lists were not reduced sufficiently before; officers do not get employment?—It acts by a compulsory power; the want of service for 15 years; the 15 years may expire within the compulsory age retirement.

3995. Sir *Henry Willoughby.*] You have in your last answer but one explained the whole difficulty. When you were in active service, was there not a great many more lieutenants and commanders seeking for active employment than the Admiralty, however well disposed, could by possibility find employment for?—Undoubtedly.

3996. Is not that an explanation of the whole case, that the large number of the officers places the Admiralty in such a position that they cannot find employment for them all, and they are then compelled to frame schemes of retirement?—Yes; but I think they should frame just schemes of retirement.

3997. But the necessity arises mainly, does it not, from the fact, that there are more officers seeking employment than can by possibility be employed?—Undoubtedly.

3998. You have stated, I think, that the wise course would be to reduce the number of the officers in the various grades nearly to the number that would be required for active service?—I would base the numbers upon the requirements of the country; and every officer should then take his rotation of service, and they should not exceed a period of five years unemployed.

3999. Sir *James Elphinstone.*] Is it not the fact, that the Admiralty have frequently altered their regulations, and thereby entirely changed the previously existing conditions of the service?—Yes, they have done so under different orders in Council.

4000. Have these regulations tended to the advantage of the officers?—Upon the whole, I think they must have done so; there may be individual cases; but I do not think there is any instance on record to compare with that list which I now object to. I think that that is the first instance on record where any officer has been called upon to retire compulsorily on the same rank and the same pay.

4001. How many years were you a lieutenant?—Three years.

4002. You volunteered for the "North Star" in the China war?—I did volunteer for the "North Star" under peculiar circumstances. I was a very young lieutenant; but the ship required an officer to take that position; the captain of the ship is not alive now; but he wanted a person to take the position of first lieutenant; it was offered to three others before it was offered to me; the captain with whom I was then serving is now living, and could explain the circumstances.

4003. You were then promoted to the rank of commander?—No; I went as senior lieutenant in the "North Star" to China; and was on the conclusion

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conclusion of the war selected for promotion as the senior lieutenant of a 28-gun ship.

4004. That was special promotion?—Yes; but owing to the promotion being dated back, I actually served as lieutenant till the end of the year 1843; that is to say, I was serving one year as lieutenant after the date of my commission as commander.

4005. But that special promotion for service before the enemy was eventually a loss to you?—It threw me entirely into the shade, and I never had an opportunity afterwards of obtaining employment, although I volunteered on several occasions when there was a prospect of something to do. I did not go to the Admiralty to bother them for every ship that was commissioned; but when there was a prospect of an increase being made in the service, I availed myself of that, and applied for employment. The last occasion was at the breaking out of the Crimean War, when the reply that I got was that which I have previously stated.

4006. Mr. *C. Berkeley.*] You stated that you were made the first lieutenant of a ship?—Yes; of a 28.

4007. You might have got employment as commander of a line-of-battle ship if you could have got some captain to have applied for you?—I dare say that I might have done so, but I think you are quite aware that, unless you are one of the private friends, or unless I had had a private friend in a captain, I should have had no chance.

4008. I understand that you wished to go afloat as commander of a sloop, and not as commander of a line-of-battle ship?—I asked for employment, and my first application was for employment on the coast of Africa, at the time of the French treaty which was entered into with us for the suppression of the slave trade; it was not an application for a line-of-battle ship; it was for an independent command.

4009. May I ask what amount of pay you received when you were last employed?—Ten shillings a day; full pay as lieutenant.

4010. You received nothing extra for being senior?—No.

4011. You receive now, do you not, as half pay exactly the same amount that you received 15 or 20 years ago as full pay?—With the exception of the allowance for mate's time; that is now extra.

4012. Generally speaking, which do you consider to be the best plan for an officer to pursue, to take the retirement when offered to him, or to stick to the Active List until he is compelled to go?—I think that that depends upon the officer's service and upon his testimonials; I think, in the case of an officer like myself, with very limited sea-service and no particular claim, he ought to accept retirement; he is bound to do so in order to clear the list. On the other hand, if an officer has service and high testimonials, I think he is justified in looking for advancement, and in refusing retirement.

4013. And sticking to the Active List until he is compelled to go?—Yes, until it becomes hopeless.

4014. Mr. *Ayrton.*] How many years is it since you were employed afloat?—My commission was dated in December 1842; but I did serve as a lieutenant till near the end of 1843; it was a peculiar and special promotion for service in China; some little mistakes had occurred in the previous promotions, and the Admiralty would not, at least it was so understood at the time, fill up all the promotions until a return was received from the Commander in Chief, and therefore my commission was dated back to 1842, but I was actually serving as a lieutenant till near the end of 1843.

4015. Since 1842, have you been engaged in any other occupation?—No; I ought to have added the fact, of my having studied steam at Woolwich Dockyard, and received the usual certificate.

4016. Do you know whether many officers in the rank of lieutenant and commander, whilst on half pay, obtain other employment in the mercantile marine, or otherwise?—They may do so, but I think that that depends very much upon their private means; I apprehend that they may do so in a very limited number of cases; I think they do; but I cannot name any, although I have heard of them.

4017. Sir *Henry Willoughby.*] Are you well acquainted with the Retired and Reserved Lists?—I cannot say that I am; they are most complicated, and I could not undertake to explain them generally.

4018. Do you know the number of the officers upon them?—I could not safely quote the officers on the Retired Lists alone, but both Active and Retired, I think there are about 2,400 names, and over.

Vice Admiral HENRY COLLIER, called in; and Examined.

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4019. *Chairman.*] ARE you on the Retired List of Vice Admirals?—Yes.

4020. When were you retired?—In 1846.

4021. Sixteen years ago?—Yes. I retired as a Captain. I tried to make a condition with the First Lord. I took the retirement that he would promote my son, but he would not make any condition of any kind. I tried with Lord Haddington first, and he said, "You take the retirement! you are too young; I cannot hear of such a thing. You have 20 years' work in you." Subsequently to that Lord Ellenborough came into office, and I tried the same with him, and his Lordship said, "I have not made up my mind whether I shall have a retirement, if I do, I shall have it on a much more liberal scale. I think it is too pitiful what has been offered now," in which I perfectly agreed with him.

4022. You were retired in 1846?—Yes.

4023. Under what Order in Council were you retired?—I was retired on the C D E List.

4024. Some statements have been made before this Committee, to the effect that the officers on the different Retired Lists consider that their cases have not been impartially or equitably considered; is there anything that you wish to state to the Committee upon that point?—Certainly. I think that we have been very unjustly treated. I really may use that word. There was a second retirement, which came out five years afterwards, when they found that the pittance or bait which they offered to us in 1846 did not take at all, they increased it to 25 *s.*, calling it a Reserved List. There are now 57 rear admirals on that Reserved List receiving their 25 *s.* a day; some of them have not been more than

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30 or 32 years in the service, were never in action, and never saw a shot fired, while all of us have been 60 or 65 years in the service; all of us wear medals, and other decorations, and have the pitiful sum of 1*l.* a day. Then in addition to that, we were kept on the Rear Admirals' List, while officers on other lists were advanced to be vice admirals and full admirals, I went to make my complaint to Sir John Pakington when he was First Lord of the Admiralty, and his answer was, "Good God, I was not aware of that; write an official letter to the Board, and we will do what we can." I wrote to the Board, and they laid my letter before Her Majesty, and she issued an Order in Council to give us our rank.

4025. That to a certain extent remedied your grievance?—No. Then I asked for pay, and Sir John Pakington said, "As soon as I carry my plan into operation of retiring officers from the Active List of Admirals, for which I have Her Majesty's sanction, and also that of the Cabinet Council. When they complete their 70th year, I shall place the whole of you vice admirals on the 25*s.* list. I consider that that is as much your right as the coat on my back is mine:" and he further said, "A more iniquitous job I never heard of in my life." That he told me, as First Lord of the Admiralty, three days before he quitted office, and I quite agreed with him; it was done without any question of law or justice. I have mentioned it to one or two of my friends in the House, and they intended to bring it forward.

4026. At the time you were retired you knew perfectly well the terms upon which you were to be retired?—Yes; but I did not know that there was a second retired list coming out, or neither I or any one else would have accepted it.

4027. Is not your complaint or grievance this, that another list having come out afterwards, according to which officers were retired on different terms, you think that that was an unequal and partial mode of conducting retirement, and that it operated in that way injuriously to you?—Yes, I think so, treating in that way officers who had served from the 1st of March 1794 until 1814.

4028. Does it follow that because an officer is retired upon one set of terms, of which he is perfectly aware at the time of his retirement, it is any hardship to him if, at a subsequent period, officers are retired on another set of terms?—I think so.

4029. That is, as I understand the nature of your complaint, and why you think officers of your rank have been infamously treated?—Yes; I merely took the retirement to get my son on; I did not want to retire; I wanted to go on to the Active List again, and the instant that promotion came out I went to Lord Auckland and requested to be put on the Active List.

4030. It could hardly be considered a good system of retirement generally for the Navy, if, when an officer wished to get his son on, he should be allowed to retire?—My son ought to have been promoted before that.

4031. It would be rather an awkward condition of retirement to introduce into the Navy, that when an officer wished his son to be promoted, the condition of his retirement should be the promotion of his son?—Yes; but then I had very strong claims on the service. My grandfather, my father, my brother, and myself have all been admirals, and I lost six brothers during the war. When I was a young captain I went to the senior Lord of the Admiralty, who was a great friend of mine; it was in Lord Melville's time, and I asked him for my promotion, and he said: "My dear Collier, I can do nothing; I can recommend you to Lord Melville; I have known you ever since you entered the service with Paget, and I can give you a very high character; have you any parliamentary interest?" I said "No." "Then you have no more chance than a cat in hell without claws!" and it is very true.

4032. Mr. *Ayrton.*] Did you get your son promoted finally?—No; he was made a lieutenant, but he has given it up, he likes fox hunting better.

4033. Mr. *C. Berkeley.*] He is now a Reserved Lieutenant?—Yes.

Veneris, 12° *die Junii*, 1863.

MEMBERS PRESENT:

Sir Francis Baring.
Mr. C. Berkeley.
Sir James Elphinstone.
Mr. Finlay.
Sir John Hay.
Sir William Miles.
Lord Clarence Paget.
Sir John Pakington.
Mr. Scourfield.
Sir Harry Verney.
Mr. Walpole.

THE RIGHT HONOURABLE SPENCER H. WALPOLE, IN THE CHAIR.

The Rev. WILLIAM WHITMARSH; called in, and Examined.

Rev. *W. Whitmarsh.*

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4034. *Chairman.*] ARE you a chaplain in Her Majesty's Navy?—Yes; I am the chaplain and naval instructor of the "St. Vincent."

4035. Have you been long a chaplain and naval instructor?—Since 1843.

4036. You are pretty well acquainted, then, with the requirements of the service, with reference to chaplains and naval instructors?—Yes; I have been in several ships in the combined office.

4037. Have you any opinion to offer to the Committee as to the status of the chaplains in the Navy, with a view to the good of the service, or with reference to that which has been mentioned before this Committee, namely, the desirability of having a chaplain general, or something equivalent to that, as in the Army?—Yes, it would be a most desirable thing to have some recognised head; it does not signify what he were, or whether he was called the senior chaplain of Greenwich Hospital; but the chaplains need very much to have some centre of action.

4038. Is there no recognised head among the chaplains?—Not to any extent.

4039. To whom do they communicate anything that they have to represent?—To the Admiralty, through the captains.

4040. What would be the great advantage of appointing a chaplain general over the other chaplains?—There would be an organised and uniform system of action among all the chaplains then; there are between 150 and 200 of us, and each one now is acting only according to his own judgment. When young chaplains first join, they find themselves in a very awkward position. They have had no experience, and probably never seen a ship before, and yet might go to sea at once, without the slightest idea of what their duties are, or what is required of them.

4041. The great object would be to have somebody to whom all the other chaplains could be referred, in order that they might be properly instructed as to their duties?—Yes; before they were appointed, or at the time of their appointment.

4042. Lord *Clarence Paget.*] Are there not instructions for the chaplains to be found in the Queen's Regulations?—Yes; but they are so very general that young chaplains would scarcely know how to carry them out.

4043. Instructions as to the particular duties that they have to discharge cannot be contained in any general regulations?—No; communicating with a spiritual head would be found to be more desirable than if those duties were merely specified in general instructions; and another advantage would be that all professional matters would be referred to him.

4044. In addition to being a chaplain, you are naval instructor?—Yes.

4045. What are your duties as such?—I instruct midshipmen and cadets in navigation and mathematics, preparatory to their passing their different examinations.

4046. Have you any suggestions to make to the Committee as to the duties you discharge as naval instructor?—I think that it answers very well in small ships; but in large ships it would interfere very much with the clerical duties.

4047. Sir *William Miles.*] Are the general instructions to chaplains interspersed in a vast variety of orders, or are they delivered to each chaplain on first joining his ship?—He has them all in one form.

4048. Is there anything particular, looking to the code of instructions, and supposing that a chaplain general or some such person was appointed, that he would particularly direct the attention of the chaplains to, but which the Admiralty has not before directed their attention to?—Yes; there are many minor points, as to the way in which he must conduct his duties, without any danger of clashing with the Executive; because when young chaplains come fresh from a parish, they very often are not accustomed to feel that they are only acting a subordinate part; and must so discharge his duties as to make them harmonise with the general routine of the ship; whereas a chaplain general, or any head, would acquaint them with that.

4049. Must a chaplain, before joining the Navy, have served as a curate on shore?—Yes; he must be in priest's orders.

4050. Do they join the Navy at any particular age?—I think the limit is up to the age of 35.

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4051. How far does the chaplain at Greenwich Hospital interfere?—Nothing more than upon the first entries of candidates; they are sent to him to see if they have their regular orders, and that everything is correct as to their recommendations.

4052. Does he, as their spiritual head, give them any particular instructions?—Not at all; he does not feel that he is authorised to do so.

4053. You have no spiritual head?—No.

4054. You think it would be desirable to have one?—Very desirable, for unity of action.

4055. Sir *Harry Verney.*] Is it more difficult than it formerly was to maintain discipline in the Navy among the men?—Not in my experience.

4056. Do you think that the men are more amenable than they were formerly to moral considerations?—Yes, I think so; I have noticed a great improvement since I first joined the service.

4057. Can you give the Committee any instances of that?—Yes; I may mention my own experience in the "Sanspareil" in the Black Sea (before the war broke out) with Captain Dacres. I had been enabled to establish a private library amongst the officers, and very soon afterwards I found a great desire amongst the men also to have a private library of their own, independently of the ship's library, and which they might feel to be their own, which they would regulate and manage among themselves, each of them being a member of the committee in rotation for one month. At the same time, I found great advantage to result from the establishment of adult schools. Very often there is some difficulty in carrying that out amongst the men; but through the assistance of Captain Dacres and the commander, I started an adult school, with only one table, between the guns on the main deck. That was found very soon to be insufficient, and I got at Constantinople three other tables, so that we had four tables; these were full every evening, except Sunday, from six to eight, the attendance averaging about 200 during each evening, many of whom ultimately became warrant officers. To show that they appreciated it very much, I may mention that the whole style of the ship was quite altered in the lower deck. The master-at-arms told me that he could not have believed such a change could have taken place. It provided occupation for them not only in school-hours but also below, in assisting each other and talking over what they had been learning. I was often referred to to decide matters of opinion and to settle arguments between them. Further, to show how they appreciated it, I may mention that the evening before Odessa was attacked, our ship, the "Sanspareil," was told off as a reserve ship to go in in the morning, in case of need. The captain dining with us, I could not leave the ward-room so soon as I otherwise should have done. When I went out the school tables were all cleared away; but there was a man waiting there, as a deputation from the others, to thank me for all that had been done for them in the school; not knowing what might happen to either of them had we gone into action the following day, they wished publicly to thank me while they yet had the opportunity. He said that every man that had been at school was present on that occasion, waiting for me to come out. I mention that to show how the men appreciate anything of that kind.

4058. That was the evening before the bombardment of Odessa?—Yes.

4059. Did this produce any effect upon the punishments on board the ship?—They were found to have diminished very much in that ship, in consequence, as the captain and all felt, of the opportunity that had been given to the men of occupying their spare time with their library and their school studies.

4060. Are there any other duties that a chaplain, in your opinion, might dischage; could he give lectures to the men, or contribute in any other way to the improvement of their minds?—Not much more than the opportunity afforded of an evening by the adult school; because during the day the work is generally going on, and he has not so much chance of intercourse with the men. I usually gave a short address on some subject before the tables were cleared away; and am sure that lectures generally would be of great service, as has been exemplified in the training ships for boys.

4061. I understood your reply to the Chairman to be, that you thought it of great importance that there should be a head to the body of chaplains in the Navy?—Yes; I find amongst the chaplains, generally, a feeling that they would be able to carry out their work more satisfactorily to themselves and beneficially to the service if they received their instructions from some spiritual head; that is the great feeling amongst them, I find, as a body.

4062. Should that head, whoever he was, be authorised to recommend chaplains to the Admiralty for appointment?—Yes; and it would also be very desirable if a chaplain, on first appointment, was sent for 12 months in a harbour ship on probation, that he might be enabled to ascertain whether he was thoroughly fitted for the work, and whether he liked it, before being finally appointed.

4063. Has it occurred to you, that if there was a competent and judicious person at the head of the Navy, he might take a clergyman from some parish and send him to sea during the commission of a ship, or for three years, without remaining permanently attached to the Navy as a chaplain?—I do not think that would answer so well as being appointed regularly.

4064. Sir *William Miles.*] You stated that in your evening class 200 men attended; that was out of a crew of how many?—It was a line-of-battle ship, I suppose 600 or 800.

4065. Of the remainder, I suppose that a great number might be supposed to be tolerably well instructed?—Yes; and the number would have increased during the whole of the commission; but the war broke out, and when we were at Varna the men were so constantly occupied in preparing prows for the disembarkation of the troops, that they were scarcely ever on board until seven or eight o'clock in the evening.

4066. Then 200 was a very great average?—Yes; and it would have gone on increasing. Many of them employed themselves below in assisting those who were not so much advanced; so that there was, as it were, a secondary school at work also on the lower deck.

4067. Sir *James Elphinstone.*] You had a very fine ship's company in the "Sanspareil"?—Yes.

4068. They were an older class of men than there was in the ships that were manned afterwards?—Yes; we were commissioned in 1852.

4069. And the men were older, and of a more steady character, than those men who were afterwards shipped when the demand became greater?—Yes.

4070. What class of men was it that frequented your

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your school; was it the full-grown men, or the young men?—The full-grown men; but several young men attended.

4071. Men of 27 or 28 years of age?—Yes; and above that. There was one amongst others, a black man, who came up and began with learning his strokes in writing, and many came up scarcely able to do more than say their letters.

4072. Did that man to whom you have just referred at last become able to write intelligibly?—Yes, he wrote very fairly at last, and many of the men became warrant officers; and amongst the others several marines attended, and they became sergeants and orderlies. I have often met them individually since, and been much gratified at the thanks they expressed for what was done for them at that time.

4073. Since that time, have schools been established on board ships generally?—Not adult schools, I think, on that principle, except in a few cases. Wherever it has been tried it has been steadily persevered in, because found to work so well; in fact, when I went, after leaving the "Sanspareil," to the "Agamemmon" (Lord Lyons' ship), the men came to me the next morning, and the petty officers, to ask me if I would establish for them a library and an evening school, the same as in the "Sanspareil." It is a thing the men appreciate very much; and my long experience enables me to say that it is calculated, more than anything else, to check the improprieties of conduct below, and quarrelling among the men.

4074. You would recommend that the same system should be as much as possible adopted in all line-of-battle ships?—Yes; it was found considerably to diminish the punishments, and to make the men much more tractable and docile. The punishments were diminished very considerably after the system began to work; but I had the fullest co-operation on the part of Captain Dacres: he went amongst the men while at school himself, and gave every possible encouragement to them; he went round the tables almost every evening.

4075. *Chairman.*] How many chaplains are there in the Navy?—Between 150 and 200.

4076. Sir *James Elphinstone.*] Is one chaplain, in your opinion, sufficient for a line-of-battle ship?—Yes, if he is not also naval instructor.

4077. You are naval instructor?—Yes, I have always been so.

4078. In such an action as you had in the "Sanspareil," you must have had your hands pretty full?—Yes; I was below amongst the wounded from half-past one to nine o'clock that evening.

4079. Sir *Harry Verney.*] You stated, I think, that all reports are sent through the captain of the ship?—Yes.

4080. You do not suggest that the chaplains should report directly?—No; it is always done through the captain.

Captain EDMUND FISHBOURNE; called in, and Examined.

Captain E. Fishbourne.

4081. *Chairman.*] ARE you an officer on the Active List in Her Majesty's Navy?—I am a captain on the Active List.

4082. How long have you been in that rank?—Ten years.

4083. Have you had your attention called to the plan which has been called Sir John Hay's plan?—Yes.

4084. Do you agree in the main with the recommendations contained in that plan?—Substantially I do.

4085. With reference to promotion from your rank to flag rank, does it not partly depend upon service; that is to say, you must have served a certain period of time to qualify you for that rank?—Yes.

4086. That, I believe, is called sea-service?—Yes.

4087. Some doubt has been entertained by witnesses examined before this Committee as to what the proper definition of sea-time is; will you be good enough to state what you understand to be meant by sea-time?—The preamble of the Order in Council supposes a qualification to command Her Majesty's fleets at sea; and I should suppose that if officers do obtain that qualification, they should have served at sea at least a large proportion of the time that would really qualify them.

4088. Should you include in that Coastguard service?—I should not, excepting in part. I should suppose that at least two-thirds of the whole period of qualification should be served at sea.

4089. And that one-third of that period of service should be allowed to be served in the Coastguard?—Yes; or in any other service that the Admiralty might deem desirable for the good of the service.

4090. Do you think that the regulation as to the period of sea-service is a proper regulation at the present time; or would you extend the period, or diminish it?—I would not extend the period; but I should consider that a portion of the time of a commander served at sea should count for the qualification, as it is, in fact, the qualification if he has served at sea. I should deem that an officer was qualified if he was really qualified; and I should not exclude him by some technical rule, which was, in fact, a contradiction of the principle laid down by the Order in Council.

4091. Have you any other remark to make as to the requirement in Sir John Hay's scheme to qualify for flag rank?—I think that, arising out of the interpretation which is given to that, it is a great injury to the service, as well as a hardship to the officers who are eminently qualified for flag rank: they are put aside, and men who have really not served at sea, and have none of the qualifications which are really necessary for the command of a fleet at sea, and who, I believe, no Admiralty would undertake the responsibility of sending to sea in command of a fleet, are put on the Active Flag List.

4092. Do you mean that they are put on to the Active Flag List without having served the full period at sea?—It is called sea-time: for instance, officers are put on the Flag List who may never have commanded as a commander at sea, and who have never commanded, as a captain, a ship of the line at sea, or a ship as captain at sea, but who may have served all their time in Portsmouth Harbour or Plymouth Harbour; whereas an officer who had served as commander for five, six, or seven years abroad, and who may have served for three, four, or even five years abroad, if he is wanting in captain's time, would be put on the Retired List.

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4093. Are there any instances of captains being promoted to flag rank who have made out their service entirely by harbour service ?—I am not aware that any are put on the List; but I am aware that there are some who are eligible to be put on according to the present rule, and who will be put on that List, having served their time in Portsmouth Harbour or Plymouth Harbour. but never having commanded as a commander at sea.

4094. Are there now on the Captains' List officers who are eligible for flag rank, although they have never actually served in command at sea?—Clearly; I think I am correct, excepting that they may have been one or two days, or three days, occupied in making a passage, or something of that sort.

4095. Are you in favour of the compulsory retirement of officers on account of age?—Yes. I think that no persons, except officers who have seen the evils which have accrued to the service, in consequence of old officers being called into the service who have been long out of employ can at all estimate the evil of that. A person on shore in a profession (for instance a lawyer) is kept *au courant* by the fact that there is no intermission in his labour, or in the practice of his profession; while, on the contrary, an officer comes on shore for 10 or 15 years, and then is called again to serve afloat. The consequence of that is, that he is utterly ignorant of the changes which have taken place; he has forgotten the routine, and he has forgotten a great deal of what he had previously learned: he then has either to read it up, which he is generally unequal to do, or he is dependent upon his secretary, or upon some person who is utterly inefficient for such duties; and, in point of fact, it often happens that the secretary is the commander in chief of a station.

4096. Do not these reasons seem rather to point to the more frequent employment of officers than to compelling them to retire at a certain age?—Both are involved in it. If you have too long a list of officers, you cannot, of course, give them constant employment; it is only by retiring officers that you can have a constant current, and at the same time limiting the numbers, that will enable them to serve continuously. Some men have been distinguished men in their day; but if they have been laid by they have forgotten all about it. Commanders in chief have been appointed at the age of 65, and as old as 72. I remember one commander in chief, who commanded on the Indian station in his first command, of that age. In a conversation I had with a Member of Parliament who had been connected with the Navy, he said I generally agree with you on this subject which I had mentioned to him; he then said, but there are exceptions, and named a distinguished admiral that had a command within the last four or five years, yet it was notorious on his station that this officer knew really nothing about the affairs of his command.

4097. Have you considered whether any improvements might be made in the Navy, in the instruction of officers in the more scientific branches of their profession?—I think that very much might be done, very much more: although greater encouragement has latterly been given to science, yet it by no means has had the encouragement which it ought to have. If I take surveying as an example, I think that there are very few surveyors as compared with the general utility of that branch. If a fleet is called into action, they have got to hunt up the surveyors, and to call them from their own proper work, because of the deficiency in the number of surveying officers in the fleet generally. I think that surveying officers, from the surveying service, ought to be promoted into the general service, so as to get a greater number of them diffused throughout the service.

4098. Are not those officers promoted from the Surveying Department?—They are kept more generally in that particular line. There may be half a dozen officers serving, all of them very meritorious and very deserving of promotion; but yet, by the rule, only one promotion can be given in a year in that particular rank. Of course there are exceptions: when surveyors are called upon, for instance, to do duty in the Baltic, or are called to particular service, war service, then they are made in the general promotions that are given for that particular service.

4099. Have you any other suggestions to offer to the Committee upon the subject of promotion and retirement in the Navy generally?—I have stated already, that I generally concur in that view as set forth in Sir John Hay's scheme. With regard to science, and with respect to gunnery, I think, generally speaking, the tendency has been to disassociate practice and theory, as if they were opposed to each other. I think that that ought not to be, because theory is really practice reduced to rule, and a man who studies a part of his profession theoretically ought to receive encouragement. I believe that the gunnery question and the architectural question in our service are both in a bad condition, from the want of more scientific study of these questions. To illustrate the subject of naval architecture, I may mention that Lord Lauderdale told me the other day, that while in command in the Pacific a short time since, he had been lying in the same harbour with a French ship; and he found that his ship was rolling seven degrees, while the French ship was rolling only three; and I think that it is in vain to spend millions of money on guns if you have ships of that description.

4100. The ship on board of which Lord Lauderdale was, probably was a ship that was built some time ago without any modern improvements, or do you know what ship she was?—The ship was the "Bacchante," a new ship; but there had been imported into her design a part of an old principle, which was fatal to her success as a good ship; and which the French never adopted into their service, although it was adopted very generally in ours, owing to a want of consideration of scientific naval architecture.

4101. We are living in a time of great change and progress, and great uncertainty as to what will be the structure of men-of-war?—Principles always remain the same, and that is where the mistake is: where a man understands the theory of a subject, when he has to make a practical change he knows the direction which he may go, and how far he may go without violating a great principle. I believe that that is just the question now with gunnery, and that if that had been examined more minutely by scientific men, rather than by practical men, we should have had now a good gun; whereas I do not think we have got a good gun by any means; indeed, I am sure that we have not. I am certain that it will have to be abandoned; and the sooner the question is sifted, the better and the cheaper it will be for the country.

4102. Surely all scientific men are applying their

their minds carefully now to improvements in gunnery?—I am speaking as a naval man. A gun might do well as a position gun which would not do for a naval gun; they are two very different questions.

4103. You are of opinion that, generally, sufficient encouragement is not given to the scientific branch of your profession; and you recommend more being done in that direction, if it could be done?—Yes; the study of steam is of immense importance.

4104. Sir *William Miles.*] Having thoroughly studied the scientific branch of the profession, you can probably inform the Committee how you would alter the training and education of cadets, and officers up to the rank of post-captain?—That, of course, is in process now by the training ships, and by the fact that they fill up the Navy, speaking now of the seaman class, from boys who have been instructed; and so far as that goes, it is in the right direction.

4105. Do you think that the instruction given to boys at the present time is calculated to carry out your views as to science?—They are not taught scientific subjects; when I speak of science, I allude to the officers.

4106. I am referring to the cadets?—As far as that goes, it is clearly in the right direction.

4107. Will you be kind enough to state to the Committee how much further you think it ought to go?—With regard to the boys it can only be elementary; it is when the officers get higher in rank that it becomes so important; to a certain extent it is met by the college at Portsmouth; but what I complain of is this, that there is not sufficient encouragement given to officers who go to study scientific subjects at the college, at Portsmouth or any other place; an engine factory, or any other place: an officer is not marked out where he has shown his capabilities, and that he has a specialty for that study. The Admiralty do not single him out, and say to him, "You have a specialty for this, and we will use that for the good of the public."

4108. As you ascend in the grade of officers, taking for example the class of lieutenants, for the purpose of raising their scientific attainments, what alteration, do you think, should take place?—I should give to them greater facilities for obtaining the advantages which are offered by the college at Portsmouth, and where an officer had shown there a special talent, I should recognise that distinctly.

4109. If you gave him more time to obtain scientific knowledge at the college, would you take away a certain portion of his sea-time when serving as lieutenant?—No; I think that he must have a qualification for promotion, for it is indispensable that a man shall be a sailor; it is indispensable that he should be not the less a sailor because he is a scientific officer.

4110. Then in attaining this scientific knowledge, you would possibly require more time from him as a lieutenant, before he reached the rank of commander?—I would not make it obligatory; it should be left free to the individual if he was not promoted, and he chose, instead of going on service and going through the practical routine of the service, to go there and qualify himself, he would have his reward.

4111. Then having attained that scientific knowledge, what premium would you hold out to such a lieutenant, he having proved that he was a scientific man?—Of course promotion under certain circumstances, and employment in some of the better appointments. I should say that there ought to be special appointments for the consideration of scientific subjects; for example, I think that many of the appointments which are filled by civilians in dockyards, might be much more advantageously filled by officers who have all the science that a civilian has, and besides that the practical knowledge of his profession, which would enable him judiciously to apply that science.

4112. Do you think that three years would be sufficient to qualify a lieutenant for the rank of commander?—Yes, I think so, if it is sea service especially. I would even say that two years were sufficient if it were real sea service; but it must be observed that the ordinary rule is that a man may almost go through all the ranks upwards without being a sailor at all, or without having the slightest opportunity of becoming so.

4113. Possibly you would approve of the service of the lieutenant in a sea-going ship being two years, and for scientific attainments one?—Yes; it should be that. I think it is desirable that there should be at least one year devoted to scientific studies, and that the service would benefit by it.

4114. There is great pressure at the present time on account of so many cadets being entered into the service, and which eventually clogs the lists, and an Order in Council is issued in order to relieve the pressure; do you see any difficulty at all in allowing the warrant officers to perform some of the duties which are now undertaken by cadets?—In a certain sense there is no difficulty as to the warrant officers, but the warrant officers have special duties to perform at this moment, and ordinarily I think they could not give up much of their time in that direction; sometimes they could, and sometimes they could not.

4115. Do you think that at the present time the chief gunners, boatswains, and carpenters have a sufficient status to be able to maintain order amongst the crew?—No; I should improve the status of the warrant officers. I think that an intermediate rank might be established; men who would be enabled to perform the duties you have suggested, and that should be a stepping stone to higher rank, as the gunners, boatswains, and carpenters.

4116. When they had reached the highest station as first gunners, and so on, would you alter their status, and then give them a commission?—No, I do not think so, except under very special circumstances, as it has been done in war time. It was done then, and done with advantage. There are exigencies when rules are broken, and in fact when other rules become more suitable; but generally I would not do so.

4117. They complain very much of their status now; do you think that that complaint is well founded?—Yes, I do think so; I think it is a very great grievance that their widows do not receive pensions. I think that that is a great grievance. There are only a few, a certain class of them, who have got pensions, but I think pensions ought to be more generally extended.

4118. Do you find any difficulty in getting proper men to discharge their duties?—I have not served for seven or eight years, but I have known men refuse to be warranted, because they considered that their position as first-class petty officers was better, looking forward to their pensions when they had served their time.

4119. Must not that state of things be very prejudicial to the service?—Yes, very prejudicial and unjust besides.

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4120. Sir *James Elphinstone.*] To what point would you reduce the flag officers on the Active List?—I should consider that about 70 would be sufficient, from 60 to 70.

4121. What do you think the number of the captains should be?—About 250.

4122. The commanders?—About 300.

4123. The lieutenants?—About 700.

4124. And the sub-lieutenants?—About 300.

4125. Mr. *C. Berkeley.*] You have recommended that the sea-time of commanders should be allowed to count as a qualification for flag rank?—A portion of it.

4126. Would you apply that to commanders in line-of-battle ships, or only to commanders of sloops?—It is difficult to say no, and yet I feel that it ought to be so; they are not in command; I am quite aware, of course, that it often happens that the commander is the captain's adviser, instead of the captain being the commander's adviser; but the principle of course is, that the commander is subordinate, and therefore not being in command, he is not invested with the responsibilities which would fit him to command one of Her Majesty's fleets at sea as commanders on distant stations have often done; I have been employed under three commanders, who had 13, 14, and 15 sail of pennants under them; it was a fleet in itself; but an officer, although he has had that experience, is not deemed to be acquiring a qualification for flag rank, while an officer in Portsmouth Harbour, who has the Admiral's office to go to for advice, is considered to be acquiring a qualification, and I think that thereby an injury is done to the service as well as to the officers.

4127. Practically, it is assumed that the sea service of commanders is now rewarded by promoting them to be captains?—Unfortunately the commanders are left, as I had been myself, 11 years looking for that promotion; I can hardly consider that I was rewarded; I served five years and a half in command at sea as a commander, and yet I am not considered as having any qualification; I served upwards of a year after I was promoted to be captain; but because I did not receive a commission as a captain to a ship in commission, but only to one in ordinary, and although I was serving, the time does not count according to the rule, and thus I am deprived of my due.

4128. If that suggestion was carried out, it would of course increase the number of the captains who would be qualified for their flag rank?—It would increase them in a small degree, assuming it to take operation at once; the number that would be added would be very small indeed; but I apprehend that a question of justice and principle is not to be ruled by mere expediency, the expedient is to be met by an act of justice in another direction.

4129. Might it not tend to increase the evil, to which you have already adverted, of officers when they arrive at flag rank, being longer unemployed?—It would have that tendency; but I do not think that an evil should be done in order that an indirect good should be obtained from it; the evil should be met by a compulsory age retirement, and by a voluntary age retirement, allowing officers who had a disinclination to serve, and who, from that disinclination, would not be worth their service to the public, to go out, that would make room for those officers who ought to be promoted, and who ought to have received the value of their qualification, because that qualification is really for the good of the service.

4130. Have you calculated which would produce the most rapid flow of promotion; the rate of vacancies which now occurs among the 114 flag officers, or the proposed removal by age, either among a list of 60 flag officers or a list of 75 flag officers?—I have not gone into that; but I think it is quite evident that whatever arises at the present moment is irregular and uncertain, and, in consequence of that uncertainty, the Admiralty cannot make any arrangements for entries or for the general well-being of the service; for instance, you will find that in one year there will be 12 promotions, and in another year there will be 20 promotions, I think it would be better to have a continual flow up to the higher ranks, and to know that the officers are of a definite age, and to know that those are officers who, from having recently served, are really what you expect them to be, that they have not forgotten what they have learned.

4131. Might not that in some measure be met by having a regulated number of promotions in the course of each year?—That is the proposition in the scheme, to provide in that way for a regular number, that will be the practical effect of it, the one involves a law, but the other requires to be constantly interfered with; and we know that when political changes take place, the effect of that is very unequal and very unsatisfactory. A new Board of Admiralty comes in, and they say, "You see how our predecessors have treated us;" it is the constant answer that is given to officers, "I know your claims, but they ought to have been answered by my predecessors."

4132. Would not that irregular rate of promotion be just as irregular under the proposed scheme, unless every captain was put on at a certain age?—It would be very limited in its irregularity, and it would have the savour of justice about it; and if there was a complaint they could say it is following the law; there it is; I am sorry the law is against you, it is not the effect of what my predecessor did or myself, the First Lord might answer; and I think it is a very important thing to be able to give such an answer.

4133. Mr. *Finlay.*] I understood you to state that officers might pass through all the ranks of the service without being good seamen?—I said that in a general way.

4134. Without having become good seamen?—Yes, I say that in a general way. I can take the case of an officer who I believe I may say never had charge or kept a watch six months; I am safe in saying that during two years of his qualification he certainly never served in command at sea as a commander, and he certainly never served at sea as a captain, and yet he is eligible for an admiral's rank; but he cannot possibly be a sailor.

4135. Do you consider that that is injurious to the service?—Yes.

4136. What is the cause of that?—The peculiar rendering of the Order as to sea-time; the peculiar definition of what constitutes sea-time.

4137. Do you think, in order to give the officers of the Navy a better chance of becoming good seamen, that it is desirable to induce the lieutenants and the junior officers to serve in the mercantile marine?—No, I do not think it is; I do not think it is necessary, it rather implies,

to

to my mind, that you have no sailors in the Navy, and I am not prepared to admit that.

4138. Is it not difficult, in consequence of the many large ships which are lying in the harbour, to provide small ships for officers, the small ships being almost the only vessels in which they could learn to become seamen?—I am not prepared to admit that; but even although there is a large number, and supposing that it were so that officers do not learn to become sailors in large ships, there is a sufficient number of small ones to give them an opportunity, by proper arrangements. I do not apprehend that there are many cases in the Navy in which an officer has served his whole period of time in large ships. I have been in ships of all classes, from a small cutter to a three decker, without any special arrangement, but just taking the ordinary run of the service.

4139. Sir *Francis Baring.*] I do not quite see how, according to your view, the proposed new system will make the promotions more regular than they are under the present system. If you made a man retire at the age of 60 or 70, it would give the First Lord an opportunity of saying that is the law or rule; but would that answer be more satisfactory than if he said, "There are no deaths," which, after all, occur according to a natural law?—But there is a disturbing operation that comes in with respect to politics, and that has a longer range by this being introduced, and the compulsory age; those are all taken out of the category, and a man cannot be kept on the list; he cannot be kept occupying a place that he is not fit for, and after he has gone out he is put aside.

4140. I am referring to the Admirals' List; how do politics interfere with an officer getting upon that list from the Captains' List?—They do not affect his getting on to the Admirals' List, excepting as to getting employment. I do not say that in every case that an officer obtains the command of a ship by political interest, but that without a certain measure of interest, however that interest may be obtained, he does not obtain a command. It may be obtained, as it is no doubt, by personal character and personal acquaintance, as well as by politics. I do not say that it is politics altogether; but I do say that an officer may possess the highest qualifications without interest obtained somehow or other, yet not obtain command, and therefore is shut out from the Admirals' List, to the great injury of the service.

4141. There is no system, I suppose, by which a First Lord of the Admiralty can be made honest if he happens to be otherwise?—I think that that is an assumption of yours; I did not imply that.

4142. Supposing that politics do interfere in the matter, is there any reason why politics should not interfere after the introduction of the system of compulsory retirement by age?—My recollection of the scheme is that there is an express provision as to one-third, and the general effect of a proposition or a law of that sort, I think, is really to bring moral force to bear upon the Admiralty, and that will produce the effect that I have spoken of.

4143. Although that rule may be laid down as one of the principles of the scheme that has been referred to, it is possible, is it not, that politics may interfere with an officer obtaining a ship or favouritism?—Yes.

4144. If you lay down the rule that a certain amount of promotion shall take place amongst those officers who have served the longest, would you not increase the tendency to jobbing at the Admiralty, and to appointments being given to their friends?—I think that a greater flow of promotion in itself would afford greater opportunities of doing justice to merit, and then again the limitation, because the plan requires that an officer shall be two years, if I recollect rightly, a mate, four years a lieutenant, and three years a commander; and the consequence will be that he cannot obtain his rank before he becomes 28 or 29 years of age. Now, according to the present scheme, he can get it by interest long before that.

4145. Returning to the question which I asked you, if two-thirds or a certain proportion of the promotions are given to those who have served a long time, will not the natural tendency and effect of that upon a person who is willing to look to these considerations be, that he will give appointments to his friends?—Yes; but being compelled to give them under certain limitations, he is not likely to have so many friends as to absorb all these, and perforce he must recognise servitude in the end.

4146. But *pro tanto* that will be the effect?—Taking men as they are, of course the tendency will be the same as it is now, only that the tendency will be limited to a greater degree than it is now, and so far it will be an advantage.

4147. I understand you to say that the rule with regard to age will make the promotions more certain, that you will know when the next admiral to retire will be 60 or 70, and therefore you will know when he will retire; but what is it that will make the numbers in each year more equable?—At present it is convulsive; a certain exigency of the service arises; the convulsion produces an effect; there are a great number of entries, and a great number of promotions, and then the convulsion ceases; a number of ships are put out of commission, and the promotion stops for a long period. The plan proposes calling in from the reserves; that which the Admiralty have now established may be made available, and instead of having a convulsive movement, which affects the list for a time, the reserves will be called in for a time, and when the exigency has ceased they will retire back to their old reserve position.

4148. Confining myself to the Admirals' List, I do not see how the vacancies on the list, or the promotions of captains, will be more equable than they are at the present time?—I have not particularly looked at the list, but I did at the time I read the scheme; if the exigencies of war required a number of admirals, they would not now be found on the list. I rather think that there have been promotions made to get young admirals on the list; that will not be required; that will all be provided for beforehand by the scheme.

4149. There have been considerable variations in the number of vacancies which have occurred each year. Has not that arisen from officers coming to the top of the list, who had not served for their flag?—That is part of the inequality, no doubt, which would be got rid of by the scheme, as that would reduce the number of captains, and they would nearly all be qualified in reality, and the effect would be that you would have no unqualified admirals, in the stricter sense of the word, of which there are plenty now.

4150. May you not have unfit admirals?—My notion is comparatively not so, because all will have really qualified; they will not have been

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allowed to lie aside and become rusty, and ignorant of their profession.

4151. For a certain time the promotions will be pretty much as irregular as they are now, will they not?—I do not apprehend that; I think that arising from the limitations, the irregularities will decrease in proportion as the limitations are narrowed; that seems to be the necessary law.

4152. Have you looked at the list carefully?—I have not gone over the names of individual officers, or their ages, but I have done so in a general way; looking at the age at which men will come on to the list in future, and the age at which they have come on to the list in times past.

4153. Will the effect be, looking forward, to create a steady and more rapid flow of promotion than at the present time?—Yes; and a further advantage introduced by the scheme will be, that you really will be able to predicate, whereas now you cannot.

4154. You will be able to predicate the deaths?—Not the deaths; but what will be the general effect approximately; you will have a certain fixed cause operating, and you will have, approximately, a fixed result.

4155. You have spoken of the inconveniences which arise from having officers of considerable age in command; did not you then refer to earlier times, and not to the present time?—I referred to a time during the period of my own service; I have not particularly looked recently, but I have heard, within the last four or five years, of cases of that sort; you must remember admirals dying on their passage home recently.

4156. At the present moment, is the list in such a state as to create any difficulty on the part of the First Lord, in appointing the necessary flag officers?—I think that there are a certain number for the peace establishment; I should certainly say by no means the number that there ought to be for war.

4157. How many should you think necessary for war?—I think there are in employ some 16 or 17; I am not quite sure of that, including the first-class commodores.

4158. In a time of war, how many would you add to that?—Unless you tell me whom we are to be at war with, and the extent of the war, I cannot answer that question; I should consider, with our extended colonies, in a great European war, you would at least have to double or treble the number of officers in command, 50.

4159. Do you remember how many were employed in the time of the French war?—I do not remember, but if I went back to that war, and compared the age of the admirals, then I should say that there are none on the list now who are at all suitable; not one; Lord Nelson was killed at 47; I think there is not an admiral on the list who is not 52; I think it would be limited to one or two that are not from the age of 55 to 60.

4160. Sir *Harry Verney.*] I was much struck by what you stated; Lord Lauderdale told you that when he was lying alongside a French ship in the Pacific, the French ship rolled three degrees, and Lord Lauderdale's ship rolled seven degrees?—Yes.

4161. Does that indicate, in your opinion, a great defect in the building of the English ship?—A great defect; a defect in principle, and a defect that you cannot correct by any alteration of the lading.

4162. Then the more science that was understood in the department under which a ship was built, the better constructed she would be?—No question about it.

4163. There is no doubt that there was a very serious defect in the construction of the "Bacchante," as she was originally built?—A very serious defect. I perhaps ought to qualify that; that it was part of a principle which had been introduced many years ago into the service, and which had not been altogether eradicated; she is a much better ship than many that were built before her; but still she partakes in a certain degree of that defective principle which ought not to be.

4164. Lord *Clarence Paget.*] I think you have stated clearly to the Committee, that, in your belief, the system of promotion in the Navy should be a mixture between seniority and selection?—Yes; I think so.

4165. Some officers have given it as their opinion, that selection should be carried up, either wholly or in part, from the Captains' to the Flag Officers' List?—I should not extend it to the promotion of captains to the Flag List.

4166. You think that the present system by seniority is the proper one?—I think that any necessity for it is prevented by the First Lord having the power of giving a man a red pennant, and making him a first-class commodore.

4167. When were you at sea last?—In 1854. I came home from China on the 1st of June 1854.

4168. Sir *James Elphinstone.*] Is it not considered a very great grievance in the service that the time of commanders should not count for flag rank?—A portion of it.

4169. Why should you deprive a commander of any part of it?—Because you must give him a qualification; each officer, for promotion to the rank above that which he holds, ought to have a period to qualify him for promotion.

4170. All beyond that period you would count for his flag rank?—It ought not to go unrecognised in some way; I cannot say that the whole should be counted for promotion to his flag. I would take an illustration: I know a commander who served for eight years; his qualification would be two; I do not say then that the whole period of his six years' service should be given, and that he should have no service in the captain's rank; I would allow him the advantage of it if he was retired; but some part, say three years, of that period, should count for a qualification for his flag.

4171. Suppose him to serve three years more as a post captain, having obtained his rank of commander by good service, would that be a satisfactory system?—Quite so.

4172. Is it not the case that such ships as the "Bulldog" and the "Gorgon," and others that might be mentioned, are sometimes commanded by a post captain and sometimes by a commander?—Yes.

4173. The post captain's time counting to him as an actual benefit, the commander's time in the same ship going for nothing?—That is my own case; junior captains have been in command of similar ships, and their time counted for flag rank; mine did not count, and the only difference was, that the Admiralty sent me a commission to a ship in ordinary, and to the others a captain's commission to command the particular ships they were employed in.

4174. There are stations, such as the East Indies and the coast of Africa, where a commander

mander may be found at the head of a very large squadron, administering the affairs of the station, and performing the whole of the duties of the flag officer?—Certainly.

4175. And the whole of the time so occupied in performing that service goes for nothing towards his flag rank?—Quite so.

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Captain EDWARD GEORGE HORE, called in; and Examined.

4176. *Chairman.*] ARE you a Captain in Her Majesty's Navy?—Yes.

4177. On the Active List?—Yes.

4178. Of what standing?—Nearly three years.

4179. Are you in possession of much or any knowledge of the French Navy, as well as of our own?—Yes.

4180. Have you served with the French Navy?—I have been attached to the embassy in Paris for the last three years.

4181. Can you furnish the Committee with any information as to the number of officers employed in the French Navy on the Active List at the present time?—The establishment was, at the beginning of this year, two admirals, 12 vice admirals, and 24 rear admirals, 130 capitaines, 270 capitaines des frégates, that is, commanders, 750 lieutenants des vaisseaux, and 600 enseignes des vaisseaux, corresponding with our sub-lieutenants. But there were only 324 enseignes des vaisseaux on the list; the establishment being 600, they were short by 276.

4182. Are there any officers in the French Navy corresponding in rank with our midshipmen?—Yes; they are called aspirants.

4183. What is the number of those?—There are about 200 or 300; their names are not on the list. I cannot give the exact number.

4184. How many of these officers are in active employment?—It is very difficult to tell the exact number; but, in an estimate for the coming year, with 31,000 men and officers, they have estimated for 45 capitaines, 104 capitaines des frégates, 342 lieutenants des vaisseaux, 325 enseignes des vaisseaux; that was for an estimate of 31,000 men, but they positively have employed now about 47,000 men; therefore, I suppose the number may be taken at about half as much again.

4185. The effect of that would be that considerably more than a half of each of the ranks on the establishment would be in actual employment?—Yes. There is one vice admiral and nine rear admirals employed afloat, and in addition to that there are many officers employed in the dockyards and in commissions at the Ministry of Marine in Paris, and in other civil employments, as well as in the dockyards, so that all the flag officers except one vice admiral were employed at the beginning of this year.

4186. Are the officers so employed in the dockyards and in civil employments part of the numbers you have given to the Committee as constituting the establishment?—Yes.

4187. The consequence of which is, bearing in mind your former answer as to those actually employed afloat, that a very large proportion of the officers in the French Navy may be said to be actually employed either in one service or the other at the present time?—Yes; exactly.

4188. Has the number of those officers latterly increased, or may we take it that that is the general establishment of the French Navy?—About a year and a half ago there was an addition of 20 capitaines des vaisseaux, 40 capitaines des frégates, 50 lieutenants des frégates, and 50 enseignes des vaisseaux.

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4189. Then the numbers before that time were the numbers that would represent the general staff of the Navy until that increase was made?—Yes; since the beginning of the year, it has been determined to increase the number of flag officers by three vice admirals and six rear admirals.

4190. That will bring up the vice admirals to 15 and the rear admirals to 30?—Yes; the whole of the promotions are not yet made, because the augmentation is spread over two years; five have as yet only been promoted.

4191. May that be, in your opinion, considered their peace establishment, or as the establishment which would be sufficient to meet the emergency of a war in case it should arise?—It has been their war and peace establishment, but from being so small they have had to increase it, although at peace.

4192. Can you give the Committee an idea of the period of service that is required from officers in each rank in the French Navy before they are promoted from one rank to another?—An officer must serve two years afloat as an enseigne de vaisseau to qualify him for a lieutenant de vaisseau; four years as a lieutenant de vaisseau, of which two years must be afloat, to qualify for a capitaine de frégate, and three years as a capitaine de frégate, of which one year must be in command.

4193. Sir *John Hay.*] Independent command?—Yes; a capitaine de vaisseau must serve three years in command to qualify for rear admiral, or four years in the rank, two of which must be in command of a naval division of three ships of war. If he is in command of a line-of-battle ship under the orders of an admiral, three years are necessary; if he is in command of a small naval division merely, two years; he must have four years on the list, a lieutenant three, which must have been in command of a separate ship, or two in command of a division; he is then qualified for a rear admiral, and no rear admiral can be advanced to the rank of vice admiral without having been two years in command. No officer can be made an admiral unless he has commanded an armée navale, which is a fleet. There are only two full admirals, and they are made entirely by selection. I should mention that an admiral in the French Navy ranks with a field marshal in this country; he ranks with a Marshal of France.

4194. Sir *John Pakington.*] He corresponds with our Admiral of the Fleet?—Yes.

4195. *Chairman.*] Can you give the Committee any information as to whether the promotion in the French Navy is steady and rapid, and what are the ages at which, on an average, officers attain their different ranks?—They are much longer than we are in the lower ranks. From enseigne de vaisseau the average age of promotion to lieutenant de vaisseau is 30; and to the rank of capitaine de frégate 42 is the average.

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4196. That corresponds with our commander, I believe?—Yes.

4197. Sir *John Pakington.*] You mean that that is the age when they reach that rank?—Yes; that is the average of the whole list; capitaine de vaisseau not until he is 46, corresponding with our captains; and a rear admiral reaches that rank at 53 on the average.

4198. *Chairman.*] Will you be good enough to state the pay of each rank in the French Navy?—Yes; I can do that. Their pay is of two kinds; there is shore pay and sea pay.

4199. Sir *John Pakington.*] That is pay and half pay, I suppose?—It does not quite correspond with that. The sea pay of an enseigne de vaisseau is 78 *l.* a year; when he is at sea he receives what is called traitement de table, or an allowance for his mess of about 2 *s.* a day in France; he has his ration in addition.

4200. *Chairman.*] When abroad he receives more?—Yes; he gets an addition, and instead of getting 2 *s.* when on the second pay he would get 2 *s.* 6 *d.*, and on the third pay he would get about 2 *s.* 9 *d.* for his mess; the traitement de table is divided into three different heads; first, that of France; next, there is colonial pay, which is according to the different stations they are on; the third, or the highest pay, is for America, the Coast of Africa, and any parts between Cape Horn and the Cape of Good Hope. A lieutenant de vaisseau of the second class receives 96 *l.*; a lieutenant de vaisseau of the first class gets his sea pay of 126 *l.* a year; they also get 2 *s.* a day for their mess in France, and have rations in kind.

4201. Lord *Clarence Paget.*] What does the 2 *s.* a day represent; is that for his mess utensils?—No, it is the mess money; his mess is found for him.

4202. Are mess utensils, and so on, found besides for him?—No; they find their own mess utensils at present.

4203. Sir *John Pakington.*] Are the Committee to understand that those officers have 2 *s.* a day for mess money, and rations besides?—Yes; every man has his ration, whether he receives his traitement de table or not.

4204. Do you mean that the rations are uniform throughout the service irrespective of rank?—Yes.

4205. Such rations would not be satisfactory for the mess of the officers?—No; but they are useful for the servants.

4206. The allowance of 2 *s.* is to make out the difference?—Yes; no savings are paid; a lieutenant de vaisseau in command would have his 120 *l.* a year, in France, and an allowance of 15 francs a day for traitement de table; that is about 12 *s.* 6 *d.*, and abroad he would have about 15 *s.* a day; and in the highest scale 16 *s.* a day.

4207. Sir *John Hay.*] In addition to his pay?—Yes.

4208. Are there not occasions when national events are celebrated on which the commanding officers of French ships in various ranks are assisted by the Government to defray the expenses of the festivals which are considered necessary in honour of such events?—I believe it may be so; but the occasions are rare and special.

4209. Something similar to the dotations which you are aware are granted to embassies on great occasions?—Similar to those.

4210. Sir *John Pakington.*] I understand from you that that is not done upon any fixed system?—No; it is the same as it is at embassies occasionally.

4211. Sir *John Hay.*] Are there not also certain war allowances to officers in command occasionally?—I do not know.

4212. Lord *Clarence Paget.*] You say that you do not know; is it likely that you would not have heard of it?—I have never heard of it. A capitaine de frégate receives 168 *l.* a year pay, and if in command of a vessel he receives, in France, 16 *s.* a day for table money; under the second rate of colonial pay, he receives 1 *l.*; and 1 *l.* 1 *s.* is the highest. A second class capitaine de vaisseau receives 212 *l.* pay, and if in command of a ship, he receives 1 *l.* a day, 1 *l.* 5 *s.*, and 1 *l.* 6 *s.* 6 *d.* A capitaine de vaisseau of the first class receives 240 *l.* a year, and the same table money as the other; if those capitaines are in command of divisions, they receive a larger rate of table money for the senior officers.

4213. Superior pay?—No.

4214. If they are what we call commodores?—No; if they are in command of a division, and the officer is the senior officer at the place.

4215. Sir *John Hay.*] Commanding five ships?—Yes. If he was in command of a division with a superior officer on board, and that means a commander as second, he receives 1 *l.* 12 *s.* 6 *d.* in France as table money, 2 *l.* on the second scale of pay, and 2 *l.* 2 *s.* 6 *d.* on the third; if there is a chaplain embarked, he receives about 108 *l.* a year for him messing at his table.

4216. *Chairman.*] That is to cover the mess of the chaplain?—Yes; and about 134 *l.* abroad.

4217. Sir *John Pakington.*] Is the captain obliged to mess any other officer?—He is obliged to mess his second.

4218. Is he allowed anything for that?—No, that is included in his traitement; it is only the chaplain who is extra. A rear admiral in France receives as pay 480 *l.* a year.

4219. *Chairman.*] That is double the pay of the rank below him?—Yes; when commanding in chief he receives in France as table money 2 *l.* 4 *s.*, abroad 2 *l.* 15 *s.*, and on the highest scale 2 *l.* 18 *s.* If he is in command of a division under a superior officer he receives 1 *l.* 12 *s.* 6 *d.*, 2 *l.* 5 *s.*, and 2 *l.* 8 *s.*; then as commander in chief he messes his flag captain, the second commander and his staff, which consists of an aide de camp and an officer d'Ordonnance, that is four, and he receives the usual allowance for a chaplain.

4220. Lord *Clarence Paget.*] No allowance for the others?—No.

4221. *Chairman.*] He provides for them out of his own table money?—Yes, but he receives extra for the chaplain.

4222. When he rises to the rank of vice admiral does the pay increase?—Yes.

4223. Sir *John Hay.*] Do they contribute in any way, except by rations, to the support of the table?—No.

4224. Have they any servants?—None. The vice admiral's pay is 720 *l.* a year, the sea pay.

4225. Lord *Clarence Paget.*] Have these officers mess utensils, plate, and linen found for them, either free or upon paying a per-centage?—No; they are not found anything yet, except furniture in their cabins.

4226. You say not yet?—Yes, I believe they are going to adopt our system, or something similar to it.

4227. Does the furniture include beds and bedding?—Not bedding, but chairs, writing tables, lamps,

lamps, and, in fact, the furniture of the cabin. A vice admiral receives 720 *l.* a year as his sea pay, and when he is commander in chief he receives 2 *l.* 8 *s.* a day table money in France; 3 *l.* on the second allowance, and 3 *l.* 4 *s.* on the highest.

4228. *Chairman.*] How many does he mess?—The same number; he messes his staff, the captain and second in command of the ship, and he receives an allowance for the chaplain. If he is not commander in chief, but only commanding a division under a superior officer, he only receives 2 *l.* a day table money in France, 2 *l.* 10 *s.* under the second pay, and 2 *l.* 12 *s.* 6 *d.* under the third. There is also a special traitement which is given under peculiar circumstances; for instance, I believe the admiral in command of the French fleet in the Black Sea had a different allowance, and that was given entirely by a decree. If a full admiral were afloat, ranking with a marshal, he would receive a special traitement, which would be by decree. The pay of the full admiral is altogether special.

4229. Lord *Clarence Paget.*] Have they not likewise special allowances if they have the Legion d'Honneur?—Yes; the allowances for the Grande Croix is 120 *l.* a year, grand officier 80 *l.* a year, commandeur 40 *l.*, officier 20 *l.*, chevalier 10 *l.*; almost every officer in the beginning of 1862 was decorated to the rank of lieutenant, with the exception of 193 lieutenants.

4230. What does a captain usually receive as the ordinary allowance for the Legion d'Honneur, irrespectively of all the other pay?—In 1862, 121 captains were on the list, 61 of whom were commanders of the Legion d'Honneur, and 60 officers, 61 with 40 *l.* a year, and 60 with 20 *l.*; that is from the "Caisse de la Legion d'Honneur;" it does not come from the Navy.

4231. Is there any other allowance?—No money allowance; some of the admirals are senators, which gives them 1,200 *l.* a year.

4232. With regard to deductions; do the French Government deduct anything from the pay of the officers?—Three per cent. is deducted from every officer's pay, and that goes to the Des Invalides, which pays the pensions ultimately; and not only the three per cent. which the officers pay, but three per cent. of all the naval expenditure; the expenditure on wood and on iron pays three per cent.

4233. Practically in making any computation of the pay and the allowances in the French Navy, you must always deduct three per cent.?—Yes.

4234. Sir *John Hay.*] They do not pay any income tax?—No; they have no income tax.

4235. Mr. *C. Berkeley.*] Is that deduction made from the table money and the allowances, as well as from the pay?—From all pay that any person receives.

4236. Lord *Clarence Paget.*] I understand you to have given the Committee the full pay of officers actively employed in the French Navy?—Yes.

4237. Is it not the custom in France to employ officers in an intermediate position in the various ranks, whether in the dockyards, or in the ports?—Yes.

4238. Sir *John Hay.*] Can you state to the Committee how many officers are employed in each rank?—There is only one vice admiral unemployed: all the other admirals are employed in one way or another.

4239. Lord *Clarence Paget.*] The pay which you have been alluding to is the pay of officers actually employed on board ship; the great majority of the French Navy?—Yes.

4240. More than half?—Yes.

4241. You have mentioned another employment in the dockyards; can you state to the Committee the pay of the various ranks who are so employed?—An enseigne de vaisseau, who is so employed in the dockyard, receives with his pay, his supplement, and his lodging allowance, 88 *l.* a year; a lieutenant de vaisseau of the 2d class, 112 *l.*; a lieutenant de vaisseau of the 1st class, 140 *l.*; a capitaine de frégate, 202 *l.*; a capitaine de vaisseau of the 2d class, 255 *l.*, and a capitaine de vaisseau of the 1st class, 276 *l.*

4242. *Chairman.*] Do they receive no extra allowances?—That is the total allowance for their shore pay; the allowance for being employed in the dockyard and the lodging allowance are all included.

4243. My question was, whether there was no extra allowance made to them?—Nothing further than that.

4244. Lord *Clarence Paget.*] There may be added to that any pay that is received for the Legion d'Honneur?—Yes; that is another thing; a civilian might have it if he had the Legion d'Honneur.

4245. Are officers in command of ships in reserve, or what they call Commissions de Port, or Commissions de Rade?—Now it has rather been altered; it is a reserve; the ships are in the first, second, and third categories of reserves. On board the ships in the first category of reserve the captains and commanders are embarked, and they receive the pay of France; they receive their full sea pay and table money for home, but the time only counts half for a captain in command of a vessel in the first category of the reserve fulfilling his conditions.

4246. That is the first class steam reserve; now have the goodness to go to the second class reserve?—No officers are attached to the second reserve: in the first class there is a captain and a commander, and about 150 men to a line-of-battle ship.

4247. In the second and third classes are there no officers attached?—No.

4248. There is no employmemt for them except in those particular duties that you have named?—No; I have stated already that they were employed in Paris.

4249. For that they receive special allowances?—Yes.

4250. *Chairman.*] You have mentioned all the different modes of employment in which these officers are or may be engaged?—Yes.

4251. With the pay attached to them?—Yes.

4252. You have alluded to the lodging money; if an officer is not employed in Paris, is he, as our marine officers are, attached to a special port?—Yes; all officers below the rank of capitaine de vaisseau are attached to a special port, where they are expected to live, unless they are employed, and they do not get lodging money unless employed at those ports.

4253. Sir *John Hay.*] If they are removed from one port to another, is any facility given to them for the transport of themselves and families?—Yes; all officers travelling in France can travel at one-fourth of the usual rate.

4254. For the removal of their households, is any assistance given to them?—Not for their families, I should think.

4255. Not in the way of embarkation?—No.

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4256. *Chairman.*] Having furnished the Committee with these very interesting particulars, will you permit me now to take you to the question of promotion in the French Navy. Is the promotion by seniority, or by selection, or by service; or in what way is the promotion regulated?—It is mixed in the junior ranks. From ensigne de vaisseau to lieutenant de vaisseau, two-thirds are by seniority and one-third by selection; from lieutenant de vaisseau to capitaine de frégate, one-half by seniority and one-half by selection; from capitaine de frégate to every rank above it, is all by selection.

4257. Entirely by selection?—Yes.

4258. Are you quite sure that it is not with regard to the rear admirals, by seniority?—It is all selection after the rank of capitaine de frégate.

4259. From the rank which corresponds with our commander, the promotion is entirely by selection?—Yes.

4260. Lord *Clarence Paget.*] One might almost say that it is the inverse of our system?—Yes.

4261. *Chairman.*] Having stated the regulations as to the promotion of all the officers beginning with the lowest rank, you can perhaps give the Committee some information as to those who are below the rank of the officers you have mentioned, or the system in the French service, as to what we should call the naval cadets, and under what regulations they enter the service?—The entries into the Navy are entirely by public competition; this is one of the papers which was published at the beginning of this year, stating that the examination would be held at a certain date.

4262. Will you be kind enough to hand that in?—(*The same was handed in*, vide *Appendix.*)

4263. Can you give the Committee a general idea of the education and training they have to pass through, and the ages at which they are entered?—They enter the Naval School at Brest between the ages of 14 and 16, by public competition, and they remain in the school for two years, that is, on board the school ship at Brest. They remain there for two years, when they pass into the Navy, if qualified, as second class aspirants, and they pass an examination going from the second unto the third class after two years, and then after two years more they pass an examination for an enseigne de vaisseau.

4264. Then they have to remain for four years in a rank corresponding with our midshipmen before they can become a lieutenant?—Yes.

4265. Sir *John Hay.*] At about what age are they promoted?—From about 21 to 22, that is when they are aspirants of the first class.

4266. *Chairman.*] With regard to retirement, can you furnish the Committee with any information as to the system under which officers in the different ranks of the French Navy are retired?—Vice admirals are retired at the age of 65, compulsorily.

4267. Sir *John Hay.*] Is that rule rigidly enforced?—Yes.

4268. Lord *Clarence Paget.*] That has been, I presume, only of late years?—Yes; rear admirals are retired at the age of 62, captains and commanders at 60, and lieutenants at 55.

4269. *Chairman.*] Is there any optional retirement as well as compulsory retirement?—After 25 years' service they are allowed to retire if they like; but the retirement is so extremely small that they do not go until they are obliged.

4270. The inducement to retire is so insignificant that they do not choose to exercise the option?—No; it would be a loss to them, a very great loss. An enseigne de vaisseau's retirement is 80*l.* the maximum; a lieutenant de vaisseau 102*l.*, that is the maximum; a capitaine de frégate 148*l.*; a capitaine de vaisseau 183*l.* Rear admirals and vice admirals are not retired, they are put upon the second section of the cadre de l'état major général, and they receive three-fifths of the pay of the Active List; they are not liable to serve in time of peace, but in war they may be called upon to serve either in the ports or in Paris at the council of the Admiralty.

4271. Take the last Russian war, do you know whether any of those who would have been retired admirals were employed during the time of that war in the ports?—I do not think they were.

4272. Virtually it is a retirement in a time of peace?—Yes, but still they can be called upon to serve; other officers, not being flag officers, lose entirely their military status, and go into civil life.

4273. Retaining their rank?—Yes; and they may wear their uniform, but they are civilians; the country has no call upon them at all.

4274. With regard to the admirals, you must consider them on the Reserved List, and liable to that particular kind of service?—Yes.

4275. Sir *John Hay.*] But they are exempt from the conscription?—Yes, that they would be by age.

4276. Lord *Clarence Paget.*] Have they no good-service pensions in the French Navy?—No.

4277. Of course officers receive pensions for wounds?—Yes.

4278. Let me take the case of officers who have served faithfully, and have distinguished themselves; they have nothing in the French Navy to represent good-service pensions?—No, there is no provision for that; if done at all, it would be by an Imperial decree.

4279. They have nothing like the Greenwich out-pensions?—No.

4280. *Chairman.*] Can you furnish the Committee with any accurate information as to the number of officers who are now on the Retired Lists in the different ranks in the French Navy?—On the 1st of January 1861, the last time the accounts were made up, there were 74 capitaines des vaisseaux, 146 capitaines des frégates, 37 capitaines des corvettes, which is a rank now extinct, 277 lieutenants des vaisseaux, 58 enseignes des vaisseaux, and eight élèves, aspirants de marine.

4281. Lord *Clarence Paget.*] What is the whole amount of the retirements?—It is rather above 45,000*l.* a year for the whole list which I have now read out.

4282. *Chairman.*] You have not mentioned any Reserved List of Admirals?—No, because they are on another list.

4283. But on that list to which you have referred?—There are nine vice admirals on the second section and 15 rear admirals, as it was in the beginning of this year; the others that I read out were for 1861.

4284. What widows' pensions do they grant?—A fourth of the retirements.

4285. Sir *Francis Baring.*] You have given us the ages of the officers when they are obliged to retire; is there no check with regard to promotion?—An officer cannot be promoted when he is retired.

4286. If a captain must retire at the age of 60, can he be promoted up to that period?—Yes.

4287. Lord *Clarence Paget.*] In the French Navy,

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Navy, does it often occur that officers find themselves, when in command, suddenly retired in the middle of their command?—I think there was a case two or three years ago, when the officer, having reached the age, was immediately retired.

4288. Sir *John Pakington.*] I infer from your answer that, supposing an officer to become superannuated pending his command, he would be allowed to finish the command?—I am not quite sure that he would.

4289. You have stated that the French vice admirals would be compulsorily retired at 65, the rear admirals at 62, and the captains and commanders at 60?—Yes.

4290. How long have these regulations been in force?—I think the regulations for compulsory age retirement first began in 1832, but they have been modified at different times since that time; the last modification was on the 28th May 1853. In June 1841 officers were allowed to remain vice admirals to 68, and rear admirals to 65, but on the 28th May 1853 there was another law passed, altering the age to 65 for vice admirals, and 62 for rear admirals; and that is now the existing law.

4291. So that the ages have varied, but the principle has been in operation for 30 years?—Yes.

4292. Do you know at all whether the operation of that rule is complained of, and is considered as a grievance by the officers who are subject to it?—Very much so.

4293. What is their objection to it?—Many a man feels at the age of 65 that he does not care to leave off all his labour, and be professionally dead, and at 62 particularly.

4294. They think the age of 65 or 62 is too young?—Yes.

4295. But that applies rather to the ages selected than to the principle; do they object to the principle?—People object to practice; general principles they do not think so much about as they do of practice, I believe.

4296. The French Government having at one time extended the age for the retirement of vice admirals to 68, do you know upon what grounds it was again reduced to 65?—I do not know.

4297. Is there any limit of age applied to officers who hold the highest rank, which corresponds with our Admiral of the Fleet?—None.

4298. You mean that there is no limit as to the period at which that rank must be given up, or is there no limit to the period at which an officer may be appointed to the rank?—They could not be appointed after the age of 65, because naturally they would have been removed from the Vice Admiral's List before.

4299. In filling up the highest appointments, is it the invariable rule to select from officers on what we call the Active List, or are they appointed from the Retired List?—Never from the Retired List.

4300. Is the number of officers serving in the highest rank limited to two?—Yes, in peace, and three in time of war.

4301. Are they ever employed on active service?—I think that Admiral Bruat had the rank in the Black Sea, before he died.

4302. The theory is, that they are liable to be called to active service?—Yes.

4303. And not that they are honorary appointments?—Not at all.

4304. I think you stated that the number of lieutenants des vaisseaux, corresponding with our lieutenants, was 750?—Yes.

4305. I presume that all those officers are ready for active service, if called upon?—Yes.

4306. That number of 750 does not comprehend any officers engaged in a manner corresponding with our Coastguard service, or our Packet service?—No; the Coastguard service is not carried on by the Navy in France; it is carried on by the Custom House.

4307. There is an Effective List of 750 lieutenants, ready for active service, in the French Navy?—Yes.

4308. To what age are they limited?—At 55, a lieutenant retires.

4309. Sir *W. Miles.*] You stated, I believe, that of the enseignes des vaisseaux there were only 300 now employed, whereas you thought there should be 600?—The establishment is 600, but the number actually on the list on the 1st of January of this year, was 324.

4310. To what do you attribute that falling off?—I do not know; it is a falling off. I do not know at what time they will ever complete the number.

4311. Is there not a sufficient number of élèves each year?—I fancy not; I think there has been an increase in the superior ranks, and that therefore they have naturally come from the enseignes des vaisseaux; in the last year and a half there was an increase of 100 lieutenants, and therefore naturally they would come from the enseignes des vaisseaux, which would impoverish that body for the time at any rate.

4312. Are there many aspirants?—I think there are between 200 and 300, but their numbers are not published.

4313. Are the numbers that come forward for examination, in your opinion, sufficient to fulfil all the duties of the French Navy?—It appears that they are sufficient to fill the Lieutenants' List, but not to keep up the numbers of the enseignes des vaisseaux as well.

4314. After they have passed through the first examination that you mentioned, before they take the rank of lieutenant de vaisseau, have they to undergo another examination?—After they have served certain periods as first and second aspirants, they pass an examination to qualify as enseignes des vaisseaux.

4315. Have they afterwards to pass any other examination?—No, that is the last; it is between the first class aspirant and the enseigne de vaisseau that the last examination takes place; the same as with us.

4316. Sir *John Hay.*] Has a French officer, in command of a ship, to meet those expenses which English officers have to meet, incidental expenses, towards the management of the ship, and are they not very considerable as to decoration?—There is nothing of the kind.

4317. Then the pay of an officer is entirely his own?—Yes.

4318. Mr. *C. Berkeley.*] When a French officer is retired, does he retire in the rank that that he last held afloat?—Yes, there is no advance in rank.

4319. Does he remain in that rank for the rest of his life?—When he is retired by age, with the exception of flag officers, he entirely goes out of the Navy; he is not even paid by the Navy; he is a civilian.

4320. He is a pensioner?—Yes; retaining nothing but his rank.

4321. Do you know what number of lieutenants,

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tenants there are in a sea-going line-of-battle ship?—Six has been the proper number, but lately they have been so hard pressed for officers, that they have had five.

4322. There are no masters in the French service, I believe?—None.

4323. Can you give the Committee any idea how the duties are divided between those five lieutenants in a line-of-battle ship?—There is one officer who takes charge of the gunnery, another who takes charge of the boats, and another of the rigging; and then there is what they call the officier des montres, who winds up the chronometers; and assists the captain in navigating the ship, and then there is another officer who assists the captain, but he is more his mouth-piece than anything else.

4324. Are the officers told off for those duties by the captain, or according to their seniority?—I believe it is mostly left to the captain.

4325. Lord *Clarence Paget.*] Do they keep their watch besides?—Yes.

4326. Mr. *Finlay.*] Is it considered generally that the emoluments and position of the officers in the French Navy are equal to those of officers in the Army?—They, I believe, are rather superior.

4327. Is the Service more popular than the Army generally?—That I cannot say.

4328. Mr. *Scourfield.*] The duties which are performed by our master in the Navy, are performed, I believe, in the French Navy, by one of the lieutenants?—Yes; the captain is entirely responsible for the navigation of the ship; but the officier des montres assists the captain in the navigation, in working it out, as a kind of check to his calculations.

4329. Do you think that that system is satisfactory to the officers of a ship?—I think they prefer our system generally; in conversation I find, generally, that they prefer our system of having masters.

4330. You stated, I believe, that those officers who became civilians had a right to wear their uniforms?—Yes.

4331. Do they retain their naval precedence in society?—I believe so, though in reality they become completely civilians.

4332. They retain no rank in society?—They are allowed to call themselves by their titles; but they have no real precedency I believe.

4333. Sir *Francis Baring.*] If an officer on the Active List becomes incapable under the age for retirement, what provision is there for him; is he removed from the list?—He would be retired, with a retiring pension according to his time of service.

4334. He would be retired, in what way?—I suppose, after an examination by a medical Board, if he were found to be medically unfit.

4335. Have you watched the promotions at all to see whether the number has been equable in different years, or whether there has been much variation from year to year?—The removals by age must be pretty nearly constant; the other promotions from deaths must be variable.

4336. You mentioned that there had been one or two changes lately in the arrangements; the ptesent system, to a certain extent, I believe, began in 1832?—Yes.

4337. Have there been many alterations made in the system from time to time?—There have been a great many modifications from time to time.

4338. At what age did they begin; take, for example, the admirals?—In 1841 the ages were 68 and 65 for the two ranks; in 1832 it is not mentioned what the ages were.

4339. But they have been diminished since that time?—In 1841 there was a modification; and in 1853, reducing the age of the vice admirals and rear admirals, and they compulsorily retired those officers at the ages which I have stated.

4340. Having once fixed the age of the admirals, they have twice reduced it?—Yes; I have already stated, in 1832 the law did not mention what it was; in 1841 it mentioned that it was 68 and 65; and in 1843 an alteration took place to 65 and 62.

4341. The age of 68 was reduced?—Yes; from 68 to 65 for vice admirals, and from 65 to 62 for rear admirals.

4342. Lord *Clarence Paget.*] What process must an officer go through in order to earn his promotion to the various grades; he comes in, you say, by public competition, and then the first rank is attained by seniority?—No, not altogether; in the first rank it is two-thirds seniority, and one-third selection.

4343. Will you describe to the Committee how the selection is made?—No person can be selected for promotion unless he has been placed on the tableau d'avancement; when a promotion is to take place, the Minister sends down to the committee, who forms this Commission, to what they call prepare lists or tableaux d'avancements, showing the probable number of vacancies that he will have.

4344. What is the Commission called?—It is a sub-committee of the Conseil d'Amirauté.

4345. Is it composed of high officers?—Yes; it is composed of the vice-president usually, a vice admiral, and two other members of the Admiralty. In the beginning of November they meet, and they receive all the reports from the prefêts maritime, officers in command of squadrons, and from officers acting independently in private ships, and not under a flag officer; then every officer commanding a ship is obliged to recommend a certain proportion, a per-centage, of the number of his officers for promotion, of those who have fulfilled their condition, or to give their general character; this committee then receives all these recommendations, and they meet together and balance them, to ascertain which are the best; three times the number of officers are put on the tableau d'avancement, as there will probably be vacancies for, and no officer can be promoted by selection without having been on that tableau; if he remains on that tableau for three years without being promoted by selection he is removed, and he has to come on again by the same process.

4346. That is to say, there are, in fact, three names for each vacancy to choose from?—Yes.

4347. *Chairman.*] What is the reason why, when they have been on the tableau d'avancement for three years without being selected, they are struck off again?—They say that if an officer is not selected in that time, it is time for him to be re-recommended.

4348. Lord *Clarence Paget.*] They are eligible still to come in again, until they are superannuated?—Yes.

4349. If their captain should recommend them, or their commander in chief?—Yes.

4350. Will you describe to the Committee what the system in the French Navy is as to recommending an officer for the tableau d'avancement; take, for example, the Mediterranean squadron, does each captain of a ship recommend a certain

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a certain proportion of his officers, and does that recommendation then go to his commander in chief?—Yes.

4351. Does he select from among them, or does he pass it on?—He merely forwards the papers.

4352. So that an officer depends very much upon his own captain's recommendation?—Yes.

4353. Then it goes, I believe, to the prefêt maritime?—That is merely a matter of form; it is transmitted through him.

4354. Do the promotions only take place once in a year?—The great promotions; they promote for special services at different periods, it is arranged that the tableau shall be prepared on the 1st of January.

4355. Sir *John Hay.*] Is it a private report by the captain of a ship, or a public one, which is accessible to the officers of the ship?—That I do not know.

4356. *Chairman.*] Is there any examination for the lower ranks in the Navy, before they can go to the higher ranks?—Not after an aspirant of the first class.

4357. The examination ceases there?—Yes; that is the last.

4358. Sir *John Pakington.*] I did not understand you to say that the Minister is restricted to choosing one out of the three names sent to him, but I understood you to say that the Minister is restricted to choosing from the tableau d'avancement?—Yes.

4359. Then that he calls, at his own discretion, for names to be sent up to him in the ratio of three to one?—Yes.

4360. Is there any system of promotion in the French Navy, at all corresponding with our Board promotions or haul-down promotions?—Yes; because the Emperor has the power of promoting anybody.

4361. Is that power ever exercised?—Rarely; but even then it is usually reserved for some one attached to the household of the Emperor, or who is actually on the staff of the Minister of Marine; they can be promoted without going on to the tableau d'avancement; the only two exceptions in which officers can be promoted by selection without being on the tableau d'avancement, are in the case of an officer who is personally attached to the Minister of Marine, such as an aide-de-camp or an officer d'ordonnance, or being in the household of the Emperor.

4362. I do not quite understand how the paramount power of the Emperor to promote whom he likes, corresponds with our system of Board promotions or haul-down promotions?—There is nothing of that kind in France; no haul-down promotions, or Board promotions. The Minister of Marine can promote from that tableau d'avancement by selection, or he may promote a person who is attached to his own staff.

4363. Subject to the exceptions you have mentioned, the selection of officers for promotion rests solely and entirely with the Minister of Marine?—Yes.

4364-5. *Chairman.*] In practice, does the attachment of any officer to the staff of the Minister of Marine lead him to expect that he will be promoted?—I think not; but he generally gets put in the way of getting promotion.

4366. As the French have not adopted our system of masters, is it the theory in the French service that the responsibility as to the safety of the ship rests exclusively with the captain?—Yes.

4367. Is there no officer on board a French ship of war who is charged with the navigation of the ship?—The captain has a right to select an officer to assist him, but that officer incurs no responsibility.

4368. There is no officer in a French man-of-war appointed as a navigation lieutenant in the same way that in the British service there is a gunnery lieutenant?—None.

4369. What is your own impression, as a naval officer, as to the two systems, assuming that in the one case there is a master and in the other that every naval officer should understand navigation, and that some one of the officers should be specially charged with the responsibility of navi gating the ship?—I personally believe that the master is a most valuable officer, and that he gives the greatest assistance to the captain; but I believe that by having masters the officers gene rally are very much injured, because the moment after they pass their examinations they usually shut up their books, and they never open them again till they become commanders.

4370. Your opinion of the system that exists is that the practice of having masters in every ship tends to check the study of navigation on the part of officers?—Yes.

4371. You would, therefore, I presume, prefer a system under which it should become the duty of every officer to understand navigation, and that some one officer should be specially charged with the navigation of the ship?—I think so.

4372. Lord *Clarence Paget.*] You have stated that in the French Navy a great number of men are at present employed; as many as 47,000?—Yes.

4373. Is it not officially stated that they have taken a vote for 32,000?—Yes; but there is a supplemental vote for 15,000; it is printed. They took the supplemental vote last year.

Captain Sir THOMAS ROSS, called in; and Examined.

Captain Sir *T. Ross.*

4374. *Chairman.*] I BELIEVE you are on the Retired List of Captains?—Yes.

4375. You are on the List called the H I K List?—Yes.

4376. Have you any remarks to make to the Committee as to that or any other of the Lists upon which officers are retired?—My testimony will be chiefly documentary evidence; but in the first place, I will refer to my own individual case.

4377. Do you think that your own individual case would illustrate the cases of the retired captains of the H I K List, and are there any particular grounds of dissatisfaction that you wish to bring before the Committee?—Yes.

4378. Will you state what they are?—In the first place, when the circular was issued I was not at all prepared for it; it was, in my mind, an indirect threat to this effect, if you do not accept the promotion that is offered you will be allowed no other opportunity of doing so.

4379. When was that circular issued?—In March 1856.

4380. What are the words in that circular, which, in your opinion, implied an indirect threat?—The

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—The words were these: "I am commanded by my Lords Commissioners of the Admiralty to desire you will report forthwith whether you wish to avail yourself of this promotion to the rank and title of retired captain, observing, that if holding an out-pension from Greenwich you must relinquish the same, and that you will not, on any future occasion, be allowed a similar option should you now decline it."

4381. The words of that circular seem merely to imply this, that if an officer declined that option of retirement, that option would not be offered to him again?—Yes.

4382. I do not see how those words imply a threat?—I should say that on receiving that circular I hastened over to London to wait upon the First Lord of the Admiralty, then Sir Charles Wood; I thought, considering my length of service and my claims, that I deserved something better than to be placed on the Retired List on 10*s.* 6*d.* a day.

4383. What was your length of service then?—Altogether, as midshipman, lieutenant, and commander, including Coastguard service, my time was nearly 28 years. I saw Sir Charles Wood, and I requested that, if nothing else better could be offered, he would place me on the Reserved List of captains, supposing that that would lead to something better; but, looking to the Navy List, and seeing that my standing was from 1833, he said, "No, that cannot be done." I then wrote two or three letters to Sir Charles Wood, which resulted in a refusal. I at last put my case into the hands of a friend of mine, a Member of Parliament, Colonel French. I was about to leave London, to go home again, and I left a letter with Colonel French, to say that if he did not get something better than was offered to me, he was to hand that to the Secretary of the Admiralty, saying that I declined being placed on the Retired Captains' List, and that I preferred remaining as I was, one of the senior commanders on the Active List. Having seen Sir Charles Wood, he wrote to me in these terms: "My dear Ross, I wrote to Sir Charles Wood, requesting an interview, which I had with him yesterday; and regret to say, although I pressed him very strongly, I could not get him to alter the arrangements he has made. He said he had seen you twice, and that he felt he had no right, after that, to be pressed; that you knew he had no other way of promoting a deserving officer who did not come in by seniority, than the course he had taken, and that it was precisely the same thing, as far as you were concerned, whether you were on the Reserved or Retired List; that had you not been entitled by seniority, he would be disposed to do the same thing for you as he was doing now for another; that the arrangements were made, and that they could not be changed. P.S.—I have not sent in your refusal, as Wood says, if you refused now, you would be a commander all your life: what shall I do with the letter?" That letter was dated on the 28th March; I received it on the 30th; and, having no time to consider it, I wrote by return of post (as the promotion was to take effect on the 1st of April), saying that lest succeeding First Lords should take the same view of the Order in Council that Sir Charles Wood did, I would accept it, although reluctantly.

4384. Then, if I understand you rightly, it was not so much what was contained in the circular, as the information conveyed to you by that letter of Colonel French's, that you would probably remain a commander all your life if you did not retire; that induced you to accept the retirement?—Precisely.

4385. It was not so much the circular as the letter which led to that?—It was, perhaps, more the letter than the circular; but I consider that there was an indirect threat; I said I have no alternative but to accept the promotion.

4386. You before stated that you thought the circular implied a direct threat?—I think so still, because the words are, "You will report forthwith whether you wish to avail yourself of this promotion to the rank and title of retired captain, observing, that if holding an out-pension from Greenwich, you must relinquish the same, and that you will not, on any future occasion, be allowed a similar option, should you now decline it." I did not consider that so much in the nature of a threat as the one I received through Colonel French.

4387. The letter from Colonel French was not a letter that Sir Charles Wood had authorised or directed Colonel French to write to you?—I consider that Colonel French quoted the words of Sir Charles Wood, and of course that I could rely upon it.

4388. In consequence of that you did retire?—Yes, I did accept the offer of promotion; but as I did it without due consideration, I wrote in a few days afterwards expressive of my regret at having done so, requesting that my commission might be cancelled.—(*See my Correspondence, handed in.—Vide* Appendix.)

4389. In what way do you consider that it has operated injuriously upon you, taking your own case as an illustration of a class of cases?—If I had continued to remain on the Commanders' List, I should have been better off in one sense, by the Order in Council coming into operation, of August 1860.

4390. Your particular ground of dissatisfaction, and that of other officers, then, is this, that that subsequent Order in Council which gave officers perhaps a more advantageous opportunity of retiring than the Order in Council under which you retired, is considered by you and other officers in the Navy to have been disadvantageous to you?—That was one of the causes; but there are many others.

4391. Will you be good enough to mention them to the Committee?—Speaking of the entire class to which I belong, I consider that the whole of them have been badly treated by this promotion; it is called a boon, but I do not know what it consists of. They give you the nominal rank of captain.

4392. Do you object to the system that was introduced in the year 1860, and which it is proposed to extend now, of compelling an officer to retire when he has attained a certain age; the age is 60 for captains, and the proposed age of retirement for admirals is 70?—As a general rule, I think that when an officer attains the age of 60, he need not complain of being compelled to retire, although I believe many are very efficient at a more advanced period.

4393. Is there any other point to which you desire to call the attention of the Committee?—I consider that the retirement that was offered at that time to officers was not a sufficient reward for their position and standing in the service.

4394. That is to say, that the inducement to officers to retire was not a sufficient compensation to them for their past services?—Yes, for their long and faithful services; many of them had served

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served in the war as first lieutenants of ships and commanders of brigs and sloops.

4395. But how could this Committee enter into a question as to the past?—Unless they now recommended that something should be done, that some act of justice should be done to remedy what is considered a grievance and a very great hardship.

4396. Is there any other point to which you wish to direct the attention of the Committee?—I mentioned before that if officers had remained on the Active List of commanders, and had declined retirement, they would have received the rank of captain under the Order in Council of 1860, and some of them would have had much higher pensions or pay than they now enjoy. I could mention the case of one officer, Captain Morrell.

4397. You are retired now with the rank of captain?—Yes.

4398. Therefore you would not have gained the advantage by being retired with the rank of captain which you have got now?—If I had remained until 60 as a commander on the Active List, I should have availed myself of the Order in Council of 1860, which would have placed me in a much better position, both as to pecuniary matters and as to rank.

4399. Then it comes back again, does it not, to the old question, that the Order in Council of 1860 offered to officers in your rank more advantageous retirement than they obtained under the Order in Council under which they retired?—Precisely. It is stated that they are eligible for the Greenwich Hospital pension, which is 65*l.* per annum, under the Order in Council of 1860; but I believe as yet no officer has succeeded in obtaining one.

4400. But were not those officers on the Reserved List, and not on the Retired List?—I believe that it applies to officers on the Reserved List as well as to those on the Retired List.

4401. Your complaint seems to be that there was a little holding out of false expectations which have not been realised?—Yes; but then I also complain of our time having been curtailed; I served for a considerable period of time in the Coastguard, in a responsible position; I was for eight years inspecting commander, and I commanded a revenue cutter for a year and two or three months; I was promoted to the rank of commander for my services in the Coastguard.

4402. What difference would that have made to you?—Very considerable difference; I am not now eligible for any appointment, but I should have been if a reasonable time had been allowed to me for my Coastguard time. When I entered that service many years ago, in 1830, the language of the Admiralty communication then was, that it was essentially a naval service, and I therefore considered that serving in the Coastguard (otherwise I should have declined it) was similar to serving in the Navy, and I continued in it longer than I should otherwise have done. Now I am told that I am only allowed one year in three of my services.

4403. You contend, as several witnesses have done before, that the service in the Coastguard ought to have been reckoned as sea-service?—At least half of the time, if not more, should be allowed; I think I ought to say two-thirds of the time should be allowed; I was inspecting commander, and I was very much afloat, boating and going from place to place; I find that a commander serving in the ordinary, or a commander serving in harbour, and captains serving in harbour, have their full time allowed, and I therefore do not see why commanders serving in the Coastguard should not be allowed a reasonable proportion of their time; certainly one-third is not a reasonable proportion.

4404. Mr. *C. Berkeley.*] In which class of commanders were you at the time that you were made a retired captain?—I was one of the senior commanders on the Active List.

4405. Were you included in the first 150?—I believe so; but I am not sure as to the numbers that were promoted. I was receiving 10*s.* a day half pay.

4406. With regard to the Greenwich pension, is there nothing stated upon that subject in the letter offering you the retirement?—Yes; it is said if I was receiving the Greenwich pension, and I accepted the promotion, I should be deprived of it.

4407. Was there nothing to say that the retired captains were eligible or ineligible for the Greenwich pension?—Not at that time; there was subsequently, in 1860, four years afterwards, but nothing at the time I speak of. I should lose 65*l.* a year; but I should get the rank of captain with 9*l.* 2*s.* 6*d.* additional pay.

4408. It was optional with a commander in the receipt of the Greenwich pension whether he would give that up in order to take the retirement?—I am not aware of that, but probably it was; not being on the pension it did not concern me, therefore I made no inquiry about it.

4409. I think you stated that you had had 28 years' service?—Very nearly.

4410. Will you be good enough to divide that into actual sea service in a sea-going ship, and the time you were in the Coastguard?—I was, in the first place, nine years and eight months a midshipman and mate, then I was for ten months first lieutenant of the "Morgiana," on the coast of Africa; I was then one year and two months in the "Gannet;" I was nine or ten months in the "Egeria," in the West Indies; two years in the "Talavera," and I was one year in the command of a revenue cruiser; I was four years in the Coastguard as a lieutenant, and eight years inspecting commander in the Coastguard, making in all 17 years and 10 months of active service, and, including the nine years and eight months as midshipman, very nearly 28 years.

4411. Do you include your time in the Coastguard in speaking of active service?—Yes.

4412. It has been only lately that sea-time has been of any benefit to officers with regard to their retiring advantages?—So I understand; there was no question about it until the Order in Council of 1860; I thought that I should be allowed, in the event of any change, my full time in the Coastguard as active service, for, as I said before, when I entered the Coastguard service, the communication from the Admiralty was to this effect, that it was essentially a naval service, both for men and officers, and that gave me the idea that my full time in the Coastguard would be allowed. As compared with other classes in the Navy and other branches of the public service, I consider that the class which I belong to has not been fairly or liberally dealt with; take the class of masters in the Navy, who are retired on 12*s.* 6*d.* a day with the rank of commander; why should they have 12*s.* 6*d.* a day, when men in my position, who have served long and faithfully, are placed in that rank, but without any additional pay or means of supporting that rank. I have, fortunately, some means of my own, otherwise I should have been very badly off, having

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having a family to support, on 10*s.*6*d.* a day. Look at the officers in the Customs, and the officers in the Excise, the clerks in the Admiralty, the clerks in Somerset House, the clerks at the Horse Guards, and the clerks in this House; what do those men retire upon after 20 or 30 years' service? Very nearly double what I am receiving.

4413. *Chairman.*] You think that the retirement which has been given to you is not so favourable as it ought to be?—I think that it is scarcely of any benefit to us. I will, with the permission of the Committee, mention the case of Captain Morrell: he is an officer, I understand, who is now advanced in life; he had been 12 years a lieutenant, and 10 years a senior lieutenant; he is on my list; he was five years and five months a commander, and altogether he served 17 years and five months in the Navy (not in the Coastguard) on full pay, besides his time as midshipman and mate; he is now upon the 10*s.* 6*d.* list, and he would have received, if he had retired under the Order in Council of 1860, instead of 10*s.* 6*d.* 14*s.* 6*d.* per day. Now that, I think, is a case of hardship, and there are others of the same kind; he loses 73*l.* per annum by having accepted the promotion and retirement that I accepted in 1856.

4414. That is to say, if he had been retired under the Order in Council of 1860, he would have obtained better terms of retirement than he got?—Yes; he retired, I consider, because he thought 6*d.* was an object to him, and because he had a large family and was a very poor man; but if that had not been forced upon him, as upon many others, he would have been better off if he had remained on the Active List of Commanders on 10*s.* a-day until 1860; he would now have had 14*s.* 6*d.* a-day instead of 10*s.* 6*d.*

4415. Lord *Clarence Paget.*] Was his a voluntary retirement?—Yes, just as mine was; I do not think that there were many voluntary retirements; I think that they were not voluntary retirements under that Order in Council; but officers accepted it because they had no other alternative; that is the ground upon which I rest my complaint and my grievance, and that of the whole of my class. I really am not speaking so much for myself, because I happen to have some private means, but I am speaking for the class generally. I think that they have been badly treated. I cannot help saying, that I fully coincide in the opinion entertained by the whole class, who feel as I do, that they have been badly treated.

4416. The officers on the H I K List feel that they have been badly treated?—Yes; I feel sure that I am expressing the sentiments of every man upon that list, and that it numbers as many who served as lieutenants and commanders as those on the Reserved List in proportion, and are as fully entitled to the extra 3*d.* per day for Coastguard and mate's time as the Reserved.

4417. Suppose the Order in Council of 1860 had never been passed, you would not have considered then, I presume, that these officers had such a particular grievance?—No; but we still consider that we are badly treated, and we are applying for redress; I believe that applications have been made over and over again since the year 1856.

4418. It is the operation of that Order in Council of 1860 which is more advantageous to the officers coming under it, which makes by contrast your case a harder one than it would otherwise be?—Yes; I was told from Sir Charles Wood, through Colonel French, that I was on the same footing, and that captains on the Retired List were exactly and in all respects the same as officers upon the Reserved List. I have since heard that it was in contemplation to do something for those officers, and I was anxious to be placed on that List, supposing that something would be done for them; that was my object in going to see the First Lord; I thought that they were to be placed on the Reserved List, with some promise that their condition would be bettered sooner or later. I am told that it is in contemplation to do something for that class, but I do not know what it is to be.

4419. Sir *John Hay.*] I believe that the officers on the H I K List stated that they had a grievance to complain of before the strong contrast presented by the Order in Council of 1860 occurred?—I believe repeatedly they addressed the Board of Admiralty by memorial, copies of which I have here, stating that they had a grievance, and that they were not sufficiently remunerated, and I believe by a motion in the House of Commons, supported by several members, and approved of in a letter from Lord C. Paget to Captain Stuart. Look to the case of the lieutenants; they have retired, some of them upon 14*s.* and 16*s.* 6*d.* a day, those officers having served in not quite so responsible a position as the commanders have done. Many of them have served in the war, and served as first lieutenants of ships during the war; since the war those lieutenants, and I do not complain of that, they worked hard for it, and they have deserved all they got; but I complain, with reference to the class that I belong to, that something has not been done for them, and I should be glad, if I could, to impress upon the Committee the very great hardship they suffer from not being allowed a little more time for their Coastguard service. We were given distinctly to understand that it was essentially a naval service when we entered into that service. I hand in for publication Captain Stuart's pamphlet, as also my correspondence with the Admiralty, and two papers relative to the services of the Coastguard.

Dr. WILLIAM GUNN, called in; and Examined.

Dr. *W. Gunn.*

4420. *Chairman.*] ARE you one of the Dockyard Staff Surgeons?—Yes; at Chatham.

4421. What is the rule with regard to the retirement of those officers?—There was no fixed age before the Order in Council of February 1855; but by that Order in Council the ages were fixed for retiring.

4422. What is the age that is fixed now?—Inspectors retired at 70; deputy inspectors at 65; and staff surgeons of dockyards at 65.

4423. Is that Order in Council objected to?—No; but there has been an Order in Council since then, in which the retiring ages of the staff surgeons have been, to a certain extent, revised; the inspectors still retiring at the age of 70; deputy inspectors at 65; but the staff surgeons at 60.

60. In the Order in Council of 1859 dockyard surgeons are not mentioned; but staff surgeons are mentioned, which we suppose applies to officers serving afloat and in the naval hospitals, and not to ourselves who are serving in the dockyards on salary.

4424. At what age do you think they should be retired?—Dockyard surgeons at 65; four months after the issuing of the Order in Council of 1855, I received a staff appointment to a dockyard.

4425. Do you think that you are included in the Order in Council of 1859, although dockyard staff surgeons are not mentioned by name?—No; we think, that we are entitled to come under the Order in Council of February 1855.

4426. Have you any reason to think, that the Order in Council of 1859 at all affects your case?—Yes; because the surgeon of Devonport Dockyard was superannuated at the age of 60 in August last; the Admiralty took that view of it; seeming to think that it included the dockyard surgeons.

4427. Your complaint, as I understand it, is this, that the Order in Council of 1859, not mentioning the dockyard staff surgeons by name, you, as a class, consider that you ought to be retired at 65, and not at the age of 60, as one of your body was in the month of August last?—Yes; and particularly those who received their appointments prior to the Order in Council of 1859; there are four of us now serving, and we held our appointments years before that Order in Council of 1859 came out.

4428. Have you represented your case to the Admiralty?—We are not allowed to do so in a body. I believe that the surgeon at Devonport Dockyard did represent his case to the Admiralty; but the Admiralty took a different view of it; they thought that the Order applied to the class. The custom of the service has been when we get a dockyard appointment to transfer us to the Civil Service. We are still under the Admiralty, but are in the service of the dockyards. We have a fixed salary, whereas the staff surgeons serving afloat or in the hospitals are on day pay, the rate of which increases with their length of service on day pay.

4429. Do you wish to suggest to the Committee any age at which you think the inspectors, deputy inspectors, and staff surgeons should retire?—Of course we wish that we should be retained until the age of 65, as that was the original age. As to the ages of other medical officers, we think that if we are in the dockyards, and quite able to serve, we should be retained until 65, the same as deputy inspectors of hospitals, so long as we were not incapable of serving.

4430. Sir *John Hay.*] Is the duty of a dockyard surgeon one which requires more vigour and activity as an actual operator than the position of an inspector of hospitals who only acts as physician?—Certainly more so than the inspector's duties, but not the deputy inspector's, because the deputy inspector is the operating surgeon in an hospital.

4431. Is that the only point that you wish to call the attention of the Committee to?—It is only about the age of retiring. I might also mention that naval chaplains and naval paymasters serving in dockyards, and inspectors of machinery, who have appointments as civil engineers, are permitted to serve until 65, and they belong to the Navy as we do.

4432. Sir *Francis Baring.*] How is it that in the dockyards you become Civil servants, and hold no longer naval rank?—We are transferred in this way; when we quit the service afloat, or an hospital, we are transferred to the Civil Service under the Admiralty for the time being, but retain our naval rank.

4433. Do you hold your appointment for so many years, or permanently?—Until 65; our half-pay for previous service afloat ceases, and we become salaried officers while so serving.

4434. Previously to the Order in Council that you have referred to, were you appointed for five years?—No, it was by age; 65 was the age for retirement.

4435. Was it the practice in the service at the end of five years to remove you, or not?—Never.

4436. You remained at your post permanently?—Yes; if our health did not give way.

4437. When you were retired, did that take place under the Superannuation Act, or under your own Admiralty Regulation?—We retired under both, in this way; if we had served a certain time in the Civil Service, so as to give us a retiring allowance, we received under the Superannuation Act of 1834-1859 a certain allowance in addition to our half pay that we had for previous service afloat; but if the half pay was great the civil pension would be smaller, while if the half pay was small, the civil pension would be greater; altogether we never could get more than two-thirds of our salary and allowances.

4438. You would receive a retiring allowance under the Superannuation Act?—Yes; if we served 10 years, but not otherwise.

4439. Under the Superannuation Act there is the power of retiring an officer if he is not capable of performing his duties after a certain age, and the department may give him a retiring allowance without reference to any particular age. Are you quite sure that the gentleman whom you have spoken of as being retired, was not retired under that Superannuation Act?—He was compelled to retire, not under the Superannuation Act, but under the Order in Council of May 1859.

4440. Are you not aware that under that Superannuation Act certificates are required to show that the party is incompetent to perform his duties?—Not after the age of 60; if you are under 60 you must have a medical certificate before you can retire; 65 is the usual age.

4441. After 60 the Government have the power of retiring an officer under the Superannuation Act?—Not unless a person is incapacitated for further service, because the Act allows you to serve until 65.

4442. Do you mean to say that no certificates are required until the age of 65?—No; that is after 60; below 60 medical certificates are required.

4443. This gentleman, I suppose, was between the age of 60 and 65?—Yes.

4444. With whom rested the power as to his retirement under the Superannuation Act?—When the Admiralty decided on superseding him at 60, his papers in the usual way were sent to the Treasury, and he received a certain retiring allowance for civil services under the Superannuation Act.

4445. It was under the Superannuation Act that he was removed?—No; but under the Order in Council of May 1859.

4446. Then, in point of fact, you are complaining of the power that is given under the Superannuation Act?—No; that allows us to serve until the age of 65.

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4447. If this gentleman was removed, and received an allowance under the Superannuation Act, the Treasury would have taken good care that he did not receive 6*d.* unless the Superannuation Act justified his retirement?—Certainly.

4448. He was retired under the Superannuation Act?—Yes.

4449. Then your complaint is against that, is it not?—No, he was brought under the Order in Council of May 1859; the Admiralty took this view of the Order in Council.

4450. Have you had any correspondence with the Admiralty which shows that?—No; they decided that they would superannuate him by that clause; and they took that view of the Order in Council.

4451. Lord *Clarence Paget.*] I suppose your complaint is that you are affected by an Order in Council which you do not believe at all applies to your particular rank?—Yes.

4452. You consider that your particular class was not actually mentioned by name, and that therefore they ought not to be affected by that Order in Council?—No, certainly not; those who were in their situations before that Order in Council came out. We accepted the situations upon the faith of the Order in Council of 1855.

4453. Your rank is that of a staff surgeon?—Yes.

4454. Would not that Order in Council as a matter of course apply to your case, even although you are in this particular position in a dockyard, being a staff surgeon?—I think not; for this reason, that I was in the dockyard four years before that Order in Council came out; and, secondly, I was transferred from service afloat from a hospital, and became a salaried officer in a dockyard.

4455. That is to say, you think that by being placed there you were put into a civil appointment?—Yes, for the time being, retaining my naval rank.

4456. Are you aware that there are other officers who receive salaries in the dockyards, and yet who are naval officers?—Yes; there are the naval chaplains; but they are allowed to serve till 65, and so are the paymasters and inspectors of machinery, and we think that we ought not to be compelled to go at 60.

4457. Sir *Francis Baring.*] How old was the gentleman to whom you have referred, who was superannuated?—Sixty; there are several naval officers besides ourselves who are transferred in the same way to dockyards for the service of the Admiralty, and they serve until they are 65; naval chaplains, paymasters, and inspectors of machinery.

4458. Sir *John Hay.*] You desire that your retiring age should be 65 instead of 60?—Yes; particularly for those who entered the dockyard service before that Order in Council came out. I was in the dockyard four years before the Order in Council of 1859; and I consider that it would bear hard upon me to be deprived of the advantages of five years further service, causing me a loss of 200*l.* a year.

4459. Sir *Francis Baring.*] Is it not the case under the Superannuation Act, that every officer who receives a salary in a dockyard is liable to be superannuated after he attains 60?—No; there are naval officers in the dockyards serving now; several who are considerably over 60.

4460. There is no necessity for their being removed at 60; but they are not liable after reaching 60 to be removed?—No; not before 65, unless they are incapacitated.

4461. Is not the decision as to whether they are unfit for their duties or not left now to the Department?—Of course the Admiralty can supersede us if they choose, but they do not usually do so when we are able to serve.

4462. Do you mean by Act of Parliament?—Yes, at 65 years of age; but if superannuated before 60, a medical certificate of incapacity to serve must be produced.

4463. Mr. *C. Berkeley.*] Must you not produce two medical certificates?—No; I think it is only one under the Act of 1859.—(*The witness handed in a paper.* Vide *Appendix.*)

Martis, 16° *die Junii*, 1863.

MEMBERS PRESENT:

Sir Francis Baring.
Mr. C. Berkeley.
Mr. Dodson.
Sir James Elphinstone.
Mr. Finlay.
Sir John Hay.
Sir William Miles.
Lord Clarence Paget.
Sir John Pakington.
Mr. Scourfield.
Sir Harry Verney.
Mr. Walpole.
Sir Henry Willoughby.

THE RIGHT HON. SPENCER H. WALPOLE, IN THE CHAIR.

His Grace the Duke of SOMERSET (attending by permission of the House of Lords); Examined.

Duke of *Somerset*.
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4464. *Chairman.*] YOUR Grace has, I believe, held the office of First Lord of the Admiralty since the year 1859?—Yes, since the 1st July 1859.

4465. In the year after that, I believe, you submitted to the Queen in Council an Order, which became the Order in Council dated in 1860?—Yes; I think it is dated in August 1860.

4466. That Order in Council introduced for the first time into the regulations of the Admiralty, with regard to promotion and retirement, what has been called here a compulsory system of retirement on account of age?—I do not think it is quite correct to say that it introduced it for the first time entirely, because for some portion of the Navy compulsory retirement had been previously introduced; some medical officers, for instance, were retired on account of age as long ago as 1840.

4467. Was that under an Order in Council?—Yes, I think so.

4468. At what age were they retired?—Inspectors of hospitals were to retire at 70 years of age, and deputy inspectors at 65; I think that was by the Order in Council of 1840.

4469. With those two exceptions, were there any other officers in the Navy retired on account of age?—Yes; in 1852, paymasters were retired at 65 years of age. In 1855, the retirement of the medical officers was carried further; it was extended to surgeons, who, it was decided, should retire at 65 years of age.

4470. At the same age as the paymasters?—Yes. Then, besides that, there had been a system of retirement which I may call a retirement for want of service, compulsory retirement: for instance, in 1851 the Order in Council of that year says, I think, that lieutenants and commanders who had not served for 20 years should be retired, which was another form of compulsory retirement. Therefore, it is not quite correct to say that there had been no compulsory retirement; the first time it was applied so largely was under the Order in Council of 1860.

4471. Between the ranks of lieutenant and admiral there was no compulsory retirement on account of age?—Not on account of age.

4472. Before your Grace came into office, your predecessor, it has been stated to the Committee, had prepared a plan with regard to promotion and retirement in the Navy; had your Grace seen that plan before the Order in Council of 1860 was issued?—Yes; when I came into office in 1859, Sir John Pakington gave me that plan; he left it with me for my consideration.

4473. Then it was partly in consequence of that plan, and your Grace's consideration of it, that you submitted to the Queen the Order in Council of 1860?—Yes; it was partly in consideration of that plan. When I considered the position of the Navy, I found that the Active List of Captains, which, for a long time, had been very much above the establishment, had just been reduced to the establishment; it had just come down to 350. It was the first time, I believe, since the peace of 1815, that the list of captains had been brought down to the lowest number established. The Commanders' List, on the other hand, was about 50 above its number; and the Lieutenants' List, although it was not above its number (its number then being 1,078) was loaded with old officers, who were unfit for service. The two ranks, therefore, that were most inefficient as regarded the Navy, were the Commanders' List and the Lieutenants' List.

4474. The Lieutenants' List being overcrowded with older officers, and the Commanders' List being overcrowded by an excess of numbers?—Yes; above its number, and also loaded with old officers.

4475. Then, in considering any plan that your Grace had to submit to Her Majesty, the state of the Lieutenants' List and the Commanders' List had at that time great weight and influence upon your mind?—That attracted my attention more immediately, because the future of the Navy, as the Committee will observe, must depend upon the Lieutenants' and the Commanders' Lists; that is to say, a few years hence those are the lists that will be efficient lists for the Navy. It was of the greatest importance, therefore, that no time should be lost in, as far as possible, rendering those lists efficient.

4476. Then the Order in Council of 1860 did in effect render, or contribute to render, those lists more efficient, by compulsorily retiring the lieutenants and the commanders at a certain age?—Yes; it brought the Commanders' Lists at once to its proper number, and it relieved the Lieutenants' List from a certain number of officers whose days of service were past.

4477. With regard to the Captains' List at that

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that time, your Grace has stated that there was no excess in the number over the regulation number?—There was no excess in the number on the Captains' List; it had been for some years, what I may call, improving. For instance, I can illustrate that by saying that the measure of 1860 did not materially affect the Captains' List; and yet, whereas in the time of Sir John Pakington, there were a great number on the Captains' List above the age of 60, in the month of May 1863, there were only nine officers on the Captains' List above the age of 60, that is, on the Active List. I will take the exact words of Sir John Pakington, who says that out of 358 active captains, 31 are above the age of 60.

4478. Although the Order in Council of 1860 did not affect so materially the Captains' List as it affected the Commanders' and the Lieutenants' Lists, it did *sub modo* introduce a compulsory system of retirement, on account of age, into that list also?—Yes, in combination with what had been previously the course in the Navy, as to not having served for a certain number of years; that is to say, where they were 60 years of age, and had not served for 15 years.

4479. It combined service with age as a ground for retirement, or, rather, it combined the absence of service with advanced age as the ground for retirement?—Yes.

4480. Can your Grace inform the Committee what was the reason for making a distinction between the Captains' List, and the Lieutenants' List, and the Commanders' List; introducing into the two latter lists a compulsory system of retirement on account of age absolutely, and in the other list combining it with absence of service?—There were several reasons for it. In the first place, if the Committee look back to the Report of the Commission which sat on Naval and Military Promotion in 1840, they will find there a principle acknowledged, that when officers had risen to be captains, further promotion was governed by seniority, whereas in the lower ranks it was by selection. To apply, therefore, the same principle to persons who were differently situated did not appear to be consistent with justice; and it was stated to me by the naval members of the Board, that they considered it objectionable to apply it to the higher lists in the Navy, where the promotion was by seniority and not by selection. Another reason which influenced me was that, as regarded the advantage of the service, it was of very great importance that lieutenants and commanders should be promoted while they were young; but in regard to the other promotions, it was not so material.

4481. Those were the reasons which induced your Grace to make a distinction, to the extent you have mentioned, between those lists?—Those were some of the reasons; but one great reason was, that the naval members of the Board strongly objected, and told me that they did object equally to Sir John Pakiagton's scheme, and I did not think I should have carried them with me. Again, the flag officers, who had heard of Sir John Pakington's scheme, stated their objections too, and all the senior captains considered that it would be a very great injustice to them; I found, therefore, that I should have great practical difficulties in carrying it into effect.

4482. The professional opinion would have leaned in the direction of keeping up that distinction with regard to captains?—Yes; they were inclined to keep up the distinction.

4483. In Sir John Pakington's plan, which was left in the Admiralty, and which is before this Committee, it appears that the system of retiring officers compulsorily, on account of age, was not only extended to the Captains' List, but was extended to the Admirals' List; your own Order in Council, which you recommended to Her Majesty, not retiring the admirals on account of age: there is, therefore, a distinction between the two plans?—Yes.

4484. Can your Grace state to the Committee the reasons which induced you to deviate from the plan which Sir John Pakington had left in the office, and to recommend a different plan, with reference to admirals, to Her Majesty, for her approbation?—Yes; I had the question carefully gone into, and the result was, that if I adopted the plan of Sir John Pakington, reducing the number of the Flag List, as well as introducing retirement by age, I should have gained nothing in promotion. If I could have kept the list at the same number (at 100, or 99), and yet have introduced the retirement by age, of course there would have been a gain; but it would have been a considerable addition to the cost of the scheme which I had to present to the Treasury; and it would have been objected to, and I think fairly so, by the Treasury, as involving the country in additional expense, without any sufficient necessity.

4485. Then the expense was one of the reasons why you did not recommend the retirement of the admirals on account of age?—The expense was one of the reasons, and their objections was another: if I retired officers in the rank of captain, or in the rank of commander, I could give them a step in rank and increased pay; but I could do nothing, at least I could hardly expect that the Treasury would sanction a scheme which would increase the pay of the admirals.

4486. Did you at all consult the feelings of the officers, and endeavour to ascertain the views of the profession with regard to that question; I mean the question of retiring the admirals on account of age?—The Admiralty is in this position rather on these subjects, that we naturally hear the opinions of the highest persons in the profession rather than of the inferior officers, the young officers; it is hardly to be avoided, and, of course, all the higher officers were against it.

4487. Has your Grace seen any reason to modify your opinion with regard to the Admirals' List, I mean with regard to retiring admirals when they attain a certain age?—No; I cannot say that I think it at all necessary for the efficiency of the service. We have now a sufficient number of admirals; we have more young admirals than we have had in former times; the list is improving, and we have enough for the service. I have always looked upon the Admirals' List as partly a Retired List and partly an Active List. I do not think that there is any great advantage in dividing the list into two, and that was the opinion of the Commission of 1840; they stated the same thing in their Report. At page 58 of their Report, the Commission state that the distinction between the Active and Retired List of officers is productive of very little advantage to the public in the higher ranks; it is, in fact, adding so many admirals.

4488. Does your Grace consider that, at this moment, the Flag List is in a more efficient state than it was some 10 or 12 years ago, or less so?—It is in a more efficient state, in point of age, than it has been in former years.

4489. Does

4489. Does that remark apply to the vice admirals as well as to the rear admirals, or do you take the whole of the admirals together?—It applies to the whole list; for instance, I look naturally back to the Report of 1848, when I was upon a Committee of the House of Commons, and, in that year, Lord Auckland, who was then First Lord of the Admiralty, stated that he believed there was only one flag officer under the age of 60; now, in this year, 1863, there are 36 flag officers under the age of 60.

4490. Are those flag officers all of the rank of rear admiral who are under the age of 60?—I am not quite sure; the Committee have more information upon that point than I have.

4491. It has been stated to this Committee that, assuming the Flag List to be in a more efficient state with reference to age than it was formerly, yet, as regards the vice admirals, it has been difficult to obtain vice admirals who would take what are considered vice admirals' appointments, and that it has been necessary to promote rear admirals to posts which had been previously occupied by vice admirals; what is is your Grace's opinion upon that?—I confess that I have looked upon the Flag List as one list; I have not so much attended to whether an admiral was a rear admiral or a vice admiral in the case of an appointment; I have looked rather to what officer would, in my opinion, serve the public best in that situation.

4492. Has not your Grace, in point of fact, recommended rear admirals to stations which had previously been filled by vice admirals?—I believe I have, certainly; the Mediterranean was almost always a vice admiral's command, I believe always; but I consider that the course of the world has altered the relative importance of the different stations; in former years, at the commencement of this century, for example, the Mediterranean was almost everything; now, I confess that I consider the North American and West Indian stations on the one hand, and the China station on the other, as more important than the Mediterranean; at least, these stations give me most anxiety at all times.

4493. The Mediterranean is that which has been considered generally a vice admiral's station?—Yes.

4494. With regard to the China station, and the West India station, are they considered vice admirals' stations?—The China station, very often, has not had a vice admiral; the West India station has frequently had a vice admiral.

4495. In consequence of rear-admirals being appointed to the command of particular stations where vice-admirals had been before, has it not been found expedient to give to the rear admirals the local rank of vice admirals?—Yes; I submitted to the Queen the importance of giving local rank to those admirals, partly to place them in a proper position in case we acted with any other power, but chiefly in order to increase their pay on those stations.

4496. Has there not been another reason for doing that occasionally, namely, to give the same relative rank to the admiral in command of the English fleet, as is given to the admiral in command of the French fleet, when operating together?—Yes, I meant to express that; and partly in reference to their acting in concert with other powers.

4497. Practically, is there any inconvenience in giving that local rank to a rear admiral instead of appointing a vice admiral?—None whatever, that I can see; I have never heard that there can be any.

4498. Have you ever heard it complained of at all that it was done?—No; it may be complained of by vice admirals who think that they have a sort of monopoly as to certain appointments, and if I go lower, they may occasionally think that they are passed over, and have a ground of complaint.

4499. I think your Grace stated, a short time back, that you looked upon the List of Rear Admirals and Vice Admirals as one list of admirals, from whom you should recommend selections to be made for particular commands?—Yes.

4500. If that be so, is there any advantage in keeping up the distinctions which now exist between the different ranks in the Flag Lists?—Yes; I think it is something to rise to; I think it is desirable that men should always, as long as they live, if they can, have some little improvement in prospect, and that the different ranks in the Admirals' List are good for that purpose.

4501. Understanding that your Grace is still of opinion that no great advantage would be obtained by retiring the admirals on account of age, in the same way that you would retire officers in the other ranks in the Navy, yet, supposing that the admirals were retired on account of age, what age do you think would be the best age for retiring them, and what is the number that you think ought to remain, in that event, on the Active List?—It depends upon what purpose you want them for; if you want them for employment, a very few would do. In my opinion, there is an advantage in the present system, in this way, that, at present, the admirals are of great age. If you had any hostile operations on a large scale, you would want, perhaps, more officers in command than you have on the Active List of Admirals; but there would be a great advantage, in my opinion, in appointing commodores for that purpose: it would give you a greater power of selection; and, looking back to the history of the Navy, I find that many of our greatest efforts in the Navy have been performed by commodores; and I should look again for that means of supplying the want, which we should have, of efficient officers for command.

4502. What is the number of admirals in employ at the present time?—I think the number is about 15 or 16.

4503. There are, I believe, 33 admirals on the list at this moment under 60 years of age?—Thirty-six, I think.

4504. The admirals on the list being quite sufficient to supply the requirements of the Navy at this time, when we are in a state of peace, do you think the number is sufficient to meet the possible exigencies of a war breaking out suddenly?—As regards the officers for command, I think there would be no difficulty; the Navy has always been better off in that respect than the Army; the Committee will remember, for instance, one or two occasions when commanders of the forces have been required in India, and the great difficulty there was in finding officers to send out to India. In the Navy, we have no such difficulties. I could put my hand on several officers who are perfectly able, and fit, for any employment in any part of the world.

4505. On that account, you see no reason for altering, or extending the Order in Council of 1860?—No; I think it would be a mistake to do it. I think the list will be more efficient if it

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remains as at present, with the power of employing commodores.

4506. Having taken your Grace to the higher list, the Flag List of the Navy, in order that the Committee may have your opinion with regard to the Order in Council of 1860, will your Grace allow me to carry you through all the different ranks in the Navy, from the lowest rank to the highest, in order that I may call your Grace's attention to the different points which have been submitted to the Committee in the course of this inquiry. First, in regard to the cadets; they are usually, I believe, entered at about 14 years of age?—Yes; they must be entered before they are 14.

4507. That is, I believe, about the average age at which the entry now takes place?—Between 13 and 14.

4508. They then go through a course of instruction?—Yes; they go into the "Britannia" at present for a year, or about 15 months.

4509. What is the average number which is entered now in each year?—The numbers that have been entered in different years have varied considerably. When I was taking evidence upon the subject in the year 1848, I, on the part of the Committee, inquired then of the First Lord of the Admiralty what number he thought would be sufficient, and Lord Auckland stated that he considered 100 entries a year would be sufficient. We also took the evidence of the then Mr. Sidney Herbert, he having been Secretary to the Admiralty; he was then Secretary of War, and I think that he gave evidence to the same effect; he said, he thought that we might safely limit the number to 100, and, in the Committee's Report accordingly we recommended that the number should be 100; the entries, however, that were made in future years were not so many as 100; they even did not rise to the number to which we had limited them.

4510. Your Grace is speaking of the year 1848, are you not?—Yes, from 1848 to 1853 the numbers entered were never 100; they generally averaged about 80 or 85.

4511. What had they averaged in the five years preceding the year 1848; had they exceeded the number, and was the recommendation of the Committee to reduce the number, or to increase the number?—It was to reduce the number. We, in that Committee, recommended a reduction of the Captains' List, at least we pointed to a reduction of the Captains' List, and the Commanders', which followed in 1850; and, anticipating that that must follow, we recommended that a reduction of these lists should be accompanied by a reduction in the entries of the cadets.

4512. But the entries, although limited according to your recommendation to 100 a year, did not average that number per annum for five years afterwards?—No, they were considerably below the number.

4513. What has been the average number of entries in the last three years?—In the last three years they have been about 190; I think in 1860 the number entered was 179; in 1861, 174; and in 1862, 189.

4514. That was a considerable addition to the number which you recommended in the year 1848?—A very large addition to the number.

4515. Has your Grace found that the wants of the Navy are equal to the large number of entries that take place now?—When I came to the Admiralty in 1859, I naturally thought to go back to what I had myself recommended, but it was pointed out to me by the naval Lords, and they brought me returns, showing that I should cripple the Navy very much if I did anything of the kind; that there was a want of sub-lieutenants, that the Lieutenants' List was in a very inefficient state, and that they had not lieutenants enough for the ships.

4516. Then the large number of entries which have taken place in the last three years has been with the view of recruiting the Sub-Lieutenants' List, which you found in a deficient state?—Yes; recruiting both the Sub-Lieutenants' and the Lieutenants' Lists.

4517. Does your Grace anticipate that that large number of entries is likely to continue to keep up the efficiency of those two lists?—Again, last winter, I considered whether we might not reduce the number of entries; I wanted to reduce it to 150, but, after going into it carefully, Captain Ryder, who was then my private secretary, showed me sufficient reasons to make me believe that I should be doing mischief if I reduced it so much; I therefore reduced it only to 180.

4518. I presume your Grace would state it to be the conclusion of your own mind, in the same way as other witnesses have expressed themselves before this Committee, that the state of the Lieutenants' List must regulate the number of entries, and the number of officers below that rank, as well as above it, too?—Yes; I look upon the Lieutenants' List, in fact, as the real strength of the Navy. If we had a war, in a very short time those lieutenants would go up; there are many of them who could go up at once; and, in fact, they are our efficient force that we must look to.

4519. When the cadets have entered, do they not go through a course of training in a naval college as well as in the ships attached to it?—They go into the "Britannia;" that is a question that has been very much mooted, whether it were wiser to have a ship, or a college on shore.

4520. Has your Grace formed any opinion upon that point?—My opinion was in favour of a college on shore; there were three different schemes suggested to me; one was to retain the ship as at present, another was to have a college on shore, and the other was to give no State education at all, but to insist upon an examination, allowing them to enter at the age of 13, qualified in certain branches, but having had no special training, either in a ship or in a college, and send them to sea at once; those are the three different plans which have been brought before me at different times, and I confess that my own inclination was for a college on shore.

4521. You would, I presume, have a training ship attached to the college?—Yes; I should have small training brigs for them to go out in; but I should not do what is done in foreign navies, which is, to send out a ship with a number of cadets for a year; I do not believe that that is necessary; I think that with us, it is better, after a lad has received his training on board a brig, to let him go to sea in a regular vessel, as we have so many; but in some foreign navies they send them all to sea in a ship for the purpose.

4522. I infer that your Grace is not quite satisfied with the present mode of teaching the cadets, and you would establish a college on shore?—I should prefer a college on shore.

4523. To be paid for by the State?—No; in establishing a college on shore, I think it would be right to establish it somewhat in the same way as at Sandhurst, to give an advantage to the sons of

of officers, but to require civilians, who come in, to pay the full amount.

4524. You would admit civilians upon their paying the full amount, but you would give to the sons of officers an advantage?—Yes; something in the same way as at Sandhurst; that is the scheme that I think would be the best.

4525. Lord *Clarence Paget.*] The college would, in that case, be probably, almost self-supporting?—I think it might be made self-supporting.

4526. *Chairman.*] How long are the cadets usually employed in going through their course of education in the "Britannia"?—I think it is about 15 months.

4527. That is about the average time?—I think so; it is a year or 15 months.

4528. What are the rules with regard to their promotion after they have gone through their course of education?—They are first examined on going into the "Britannia," and there are certain examinations which are made, in order to see that they are really profiting by the instruction, and then there is an examination when they leave the "Britannia" and go to sea.

4529. Are those examinations what may be termed qualifying examinations, or are they competitive examinations?—They are qualifying examinations.

4530. Is there any farther recommendation that your Grace has to make with regard to the course of training which the cadets undergo beyond what you have already mentioned?—I believe the course of training is good; but if you had a college on shore it would give you, in my opinion, many advantages with reference to their education, and perhaps more opportunities for giving them a scientific education than there can be on board a ship. It is of great importance that they should have an opportunity of obtaining a scientific education.

4531. In what way are promotions to the rank of sub-lieutenants now made?—I can state to the Committee exactly how that is done. When the matter is brought to my notice by some of the members of the Board, that they want more sub-lieutenants, or that there has not been a promotion of sub-lieutenants for some time, and that an opportunity presents itself of sending some out in ships, I have the book brought in. I may state that I have a book kept, in which notice is taken of every midshipman who is at sea, by the captain, of his conduct; the captain notes down what he thinks of his conduct, and whether it has been good, both intellectually and morally, his discipline, and everything; I then look down the list, and they have been promoted always, I may say, by seniority, as long as their qualifications and conduct are satisfactory.

4532. Nominally, it would be by selection, but really by seniority?—Yes; or I should say, it has been rather by rejection than by selection; that is to say, we have rejected here and there one, whom we are advised should be kept back a little while; he may have been irregular in his conduct, or not so industrious or apt in learning as others, and therefore he is stopped for a time.

4533. Then the selection is made with reference to the reports which the superior officers have made to the Admiralty as to their conduct?—Yes, that is so. The Lieutenants' List being so incomplete there is no check upon the promotion; we can promote any number so long as they are qualified and fit to be promoted, and as more sub-lieutenants have been wanted, I have promoted in that way. For instance, at the present time the number of the sub-lieutenants borne upon the different ships is 117; but if we had the proper number to make up the full complements of our vessels, we should have 201. There is therefore an actual deficiency at the present time of about 84 sub-lieutenants.

4534. It is, I presume, to supply their deficiency that your Grace still desires to keep up the entries of cadets at a much higher number than was recommended in 1848?—Yes; but at the same time I think it is desirable, gradually if we can, to reduce the number below 180, and for this reason, that you get so many of the same year coming on for promotion, and, of course, that creates difficulties; it hampers the lists.

4535. I believe that the cadets obtain promotion to the rank of sub-lieutenant at about the age of 19?—They cannot be lieutenants until they are 19; I think they are about four years before they become sub-lieutenants, bringing them to about 17 or 18.

4536. Do they usually obtain their promotion by that age?—Yes; they get their promotions now very fast; the whole condition of the Navy is very much altered in that respect. If you look back to former years you will find that in 1845 the mates, who were in fact sub-lieutenants, had been serving for five, six, and eight years without getting their promotion, whereas now they all get their promotion within two years of their service as sub-lieutenants, and, in fact, they get it quite as soon as they are fit for it; if anything, a little too soon.

4537. Is there any reason to think that the promotion to that rank is now delayed unduly for the good of the service?—No; the promotion to that rank is quite as rapid, I think, as it should be.

4538. Is there any competition, or competitive examination for the sub-lieutenants before they are promoted to the rank of lieutenant?—They are examined; and if a sub-lieutenant, when he is examined, obtains the full numbers in seamanship, gunnery, and navigation, he obtains his promotion at once; but since I have been at the Admiralty, in three years, only three officers have obtained their promotion at once through their acquirements in that way, but many of them pass a good examination, and when they pass a good examination the name is favourably noted in the office, so as to bring them forward whenever we come down near to them on the list.

4539. The regulated number of lieutenants, I believe, is 1,200?—The nominal establishment is 1,200.

4540. The number on the list now has been stated to the Committee to be a little over 800?—Yes, a little above 800, I think.

4541. Your Grace stated, a short time back, that you looked upon the Lieutenants' List as the real guiding and governing list of all ranks in the Navy; with regard to the efficiency of the service, what is your Grace's opinion as to the number of lieutenants which it is necessary to keep on the list?—I do not think that the present number is sufficient for a time of peace; there have been many times when we should have appointed them, but we have not had lieutenants enough for the appointments.

4542. Sir *John Pakington.*] Has that been the case lately?—Yes.

4543. *Chairman.*] In the plan which has been in this Committee, called Sir John Hay's plan, and which was submitted to your Grace, the number of lieutenants for the establishment is put

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at a figure below 800?—Yes; but then in justice to that plan it must be said that those were meant all to be on the Active List, and efficient for sea-going ships, whereas our present list contains a good many who are hardly fit for sea-going ships, although not so many as it did before.

4544. You contemplate that there would be always on the Lieutenants' List a certain number of officers who would not be in so efficient a state as to be constantly employed?—I think there must be always some lieutenants, for instance, that officers would not like to take for their first lieutenant, and if they do not select an officer for their first lieutenant you could not conveniently put him anywhere else; you could not put him under an officer who was junior to himself.

4545. Do I understand your Grace rightly in supposing that you would put the Lieutenants' List at a number higher than 800?—I should put the Lieutenants' List at a higher number than 800.

4546. Much higher than that number?—I think that that list should be from 900 to 1,000.

4547. Do you think that there would be constant employment easily found for so many as from 900 to 1,000 lieutenants?—I think that the employment now is rather too constant. I think that they have no time to come home to study, and they have no fair opportunities of going home to see their friends, or of having a little relaxation from their work, and they rather complain that as soon as they come back, or in a few weeks they are appointed again to a ship when they have been perhaps already serving for three years.

4548. Have the lieutenants memorialised recently for any improvement in their position?—The lieutenants memorialised the Admiralty in December 1859, I think. When I first went to the Admiralty the lieutenants who were in the Channel Fleet memorialised the Admiralty, and they asked for several different advantages which they thought they ought to have. They asked for increased pay for length of service; they asked that their half pay should be increased for sea service; they asked to be allowed to retire with a competent allowance after a certain period of service afloat; they asked for increased pay for any lieutenant in command, and for increased pay to gunnery lieutenants. They also asked for more leave on home stations, and they asked that promotion might be assured to them for specified services.

4549. What did they mean by that latter requisition?—They meant that if they had certain qualifications and certain service their promotion should take place as a matter of course. They also asked to have a servant and other matters of that kind. There were, I think, eight different requisitions that they made.

4550. Is there any reason to think that the promotion, at the present time, of lieutenants to the rank of commander is unduly slow?—I do not think it has been so lately; it has been better than it was. Their promotion has been, accidentally, rather rapid of late, in consequence of there having been at the top of the Captains' List a number of officers who had not served for their flag, which put them off on to the Retired List. I can state to the Committee the number of the promotions which have taken place since my accession to office on the 1st July 1859 up to the 20th March 1863; 164 lieutenants have been promoted to the rank of commander.

4551. That is an average of about 41 per annum?—Yes; they have been very different in different years.

4552. You have stated that the gunnery lieutenants did not think that their position or requirements were sufficiently considered?—Yes.

4553. What is your Grace's opinion upon that point?—With respect to the memorial, it was thought to be very irregular for officers on full pay to send a memorial of that kind to the Admiralty; and the Board of Admiralty, the naval officers especially, who are responsible for the discipline of the Navy, considered it a very irregular proceeding; but putting that aside, I thought it right to look into the points of the memorial, and some of them were admitted by the Board to be reasonable requests, and they have been granted since; for instance, the half pay to officers for service has been granted; some increase of pay to lieutenants in command was given, and some addition to the pay of the gunnery lieutenants was also given in February 1860. Those were points that were thought and admitted to be quite reasonable, and they were attended to.

4554. Before lieutenants obtain their promotion to the rank of commander, I believe they must have served a certain time as sea time?—That is according to the regulation.

4555. Am I not correct in saying, that lieutenants must serve so many years before they are promoted to the rank of commander?—Yes.

4556. Is not that service called "sea time?"—Yes.

4557. A good deal of evidence has been given before this Committee as to the ambiguous interpretation, or the ambiguous meaning, of the term "sea time;" what is considered to be "sea time" at the Admiralty?—Sea time, according to the rules, is laid down in the Queen's Regulations clearly enough. I think it is stated, with regard to a captain, that he shall be allowed to reckon his sea time; that is, the period during which he may have been employed afloat, provided that, during such period of time, he shall have actually had the command of some seafaring vessel, or that he shall have been borne for full pay on the books of one of Her Majesty's ships in commission; also, captain superintendents of dockyards. With regard to lieutenants, there have been different orders.

4558. What is the order now in force as to lieutenants?—The Admiralty were very anxious to have all the lieutenants, as far as possible, available for sea service, and qualifying for sea service. It was found that, although several lieutenants were in the harbour ships on home stations, they were reckoning sea time, without being really qualifying themselves for going to sea; and in fact, that they were rather going back than advancing. On that account, the Admiralty made an order, dated 17th May 1861, to this effect, that the time served in the harbour ships on home stations should not count as sea time until an officer had served for three years as a lieutenant in a sea-going ship. It was in order to prevent them being employed in harbour ships before they had qualified themselves to be lieutenants, if they were wanted again to go to sea. Then with regard to gunnery lieutenants, different regulations were made. The lieutenants who compose the staff of the two gunnery ships are allowed sea time for three years, but they are not eligible for promotion until they shall also have served in a sea-going ship for not less than two years. It was thought that they ought to have served two years in a sea-going ship before they should be qualified to become commanders, or else we should have had commanders appointed who

who had not had sufficient experience at sea; I may add to that, that a remonstrance was made by some of the lieutenants who were then on the staff of the gunnery ships, and the Admiralty accordingly declared that the order should not be retrospective; that those lieutenants who were then on the staff of the gunnery ships should not be liable to the consequences of that order.

4559. After what period of service is a lieutenant entitled to his promotion to the rank of commander?—After two years.

4560. Do they obtain their promotion upon the average now in a reasonable period of time, or not?—They do not get it in anything like that time.

4561. Can you state the average age at which lieutenants are promoted to the rank of commander?—I do not think I can state the average age, I have not had that calculated. The lieutenants of late who have been promoted have been upon the list for about eight or nine years, and that would bring them I suppose to about the age of 28 or 29.

4562. That would bring them up to the Commanders' List?—Yes.

4563. What is the number at the present time on the Commanders' List?—I think it is 450.

4564. Do you think that that list is too large, or not, for the good of the service, or would it admit of reduction?—I think that the Commanders' List would not properly admit of reduction; I think that of the commanders at the present time a very fair number are employed. I think that about half the commanders are employed. I had a calculation made, and it appeared that there was one in every two of the commanders employed.

4565. Is that average higher than it has been in previous years?—I will state now the state of the list with regard to employment: in the year 1840, the matter being then gone into by the Commission which sat at that time, the captains employed were one in 11; while the commanders employed were less than one in 10, the lieutenants were one in six. At the present time the captains employed are one in three and a half, the commanders one in two, and the lieutenants one in one and one-third; in fact, you may say that all the lieutenants are employed.

4566. Then, the continuous employment of officers in those three ranks of the Navy is very much greater now than it could have been in the year 1840?—Yes, it is greatly improved.

4567. Several officers examined before the Committee have stated what would indeed appear on the face of it to be true, that, for the thorough efficiency of the service, continuous employment is one of the requisites; I presume your Grace is of the same opinion?—I should say frequent employment; I do not know that I should go the length of saying continuous employment.

4568. Is there much ground for complaint at the present time that captains or commanders do not get employment so rapidly as they desire to obtain it?—I think there is a complaint among the captains; I do not think there is much among the commanders; but I was looking lately to see how many officers had applied for employment since I have been in office; the applications for employment are sent into the private office; officers write to the private office, and their applications are noted, and I am able, therefore, to state the number of the applications which have been made since I came into office in July 1859. The number of the captains who have applied for employment is 246; there may have been some more. I am not quite certain that there may not have been some personal applications to myself which have not been noted; I always request them to note them. The appointments given have been 194; the number of the commanders who have applied for employment has been 346, and the appointments given have been 340.

4569. Very nearly the whole number?—Yes.

4570. Sir *John Pakington.*] Since you have been at the Admiralty, have you made any change with respect to the vessels to which commanders are appointed, so as to give them more frequent employment than they previously had?—Yes, we have appointed commanders to some of the larger vessels—frigates I think—vessels to which formerly only lieutenants were appointed, and that we did for two reasons; first, to give the commanders employment, and, secondly, because we really wanted lieutenants; we could not have appointed lieutenants.

4571. Has there also been for the same reason any change in the class of ships to which commanders have been appointed?—Yes, I think there has. We have appointed them, I think, to gun-vessels, a class of vessels larger than gun-boats. There are 17 of those gun-vessels now in commission which bear commanders, and which, under the former system, would have borne lieutenants.

4572. Where is the line drawn with regard to the class of frigates to which you now appoint a commander under a captain, instead of a first lieutenant?—They are fourth-rate frigates; they bear one commander and four lieutenants, instead of five lieutenants.

4573. Lord *Clarence Paget.*] I understood your Grace to say that there had only been 52 applications from captains who had not received appointments since you came into office?—Yes, I think it has been so.

4574. And of the commanders only six?—I believe that that has been so.

4575. *Chairman.*] There can be, I presume, very little dissatisfaction with the present state of things, on the ground of officers not getting employment at the present time in the Navy?—No; there have been 340 commanders appointed, and 346 applications. I am not quite sure that we have not occasionally appointed the same commander twice, and therefore that another commander may not have been left behind, and may have considered himself passed over; that is very likely.

4576. Has your Grace seen the evidence which was given by Captain Hore before this Committee?—Yes.

4577. In that evidence he made a very interesting statement as to the relative employment given to officers in the French and in the English navies; and it appeared that the employment in the French Navy was very much more continuous than in our own service?—Yes.

4578. Would not a diminution in the number of officers in the different ranks give a greater opportunity for employing officers in our own service?—Certainly it would give a greater opportunity for employment, if you were always certain of having peace and not wanting additional officers; it would be very easy to make a perfect scheme for the Navy, upon the understanding that the Navy would never be wanted; but the difficulty is to make it work, and give

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tolerable satisfaction during a time of peace, and yet to be efficient in case of war.

4579. The numbers on the establishment at the present time, having regard to the double object of employing them as continuously as possible in a time of peace, and yet having a reserve in the event of war, are not greater than you think ought to be kept up?—No; I think that they are not sufficient. A year or two ago, the Committee will recollect that I brought in a Bill to take advantage of the mercantile marine, because it was found that we had not lieutenants enough if any emergency arose, and the great difficulty would be to get officers; we could build ships in 18 months or two years, certainly, but we could not get officers under eight or ten years, and in the French Navy they are perfectly aware of that. I could refer, for instance, to a good writer upon the French Navy, who points out the total inefficiency of the French Navy for a time of war. It is an article which has led, I believe, to some increase in the French Navy; it was written by M. De La Tour, deputy, a gentleman who has several times written upon the French Navy. He says, "If a war with England was to break out, we should be obliged at once to double our establishments, in addition to calling in all we could get from the commercial marine; and in a battle, what vessel would not be compromised if she did not carry more officers capable of commanding it. All the bravery and experience of our officers at the time of the republic did not prevent our great disasters, because we had not sufficient officers; and this memory ought to remain with us for ever."

4580. Sir *John Pakington.*] Can your Grace state to the Committee what is the present number of effective lieutenants both free and fit to go to sea?—I think the Navy List will pretty nearly show; if you look to the Navy List, to see who were made lieutenants in 1849, down to the present time, I think you will find that almost every lieutenant has been employed; that shows therefore, excepting those who were senior to that, many of whom are, however, employed in the Coastguard, in transport ships, and in other ways, that all those from 1849, have been continuously employed; there would be then about 104 or 105 lieutenants made previously to 1849, and a few of those are employed, one or two of them are, and therefore you must deduct from the present number of active lieutenants, about 100.

4581. What is the present number?—Eight hundred and one.

4582. Are there no lieutenants below that standing, who are now in the Coastguard or transport service, or otherwise engaged, and not free for sea-going ships?—There are a few, but very few, according to the Navy List, below that standing.

4583. *Chairman.*] Your Grace's opinion being that the Active List of lieutenants might be advantageously increased from 800, which it now is, to about 900 or 1,000; does your Grace think that the Commanders' List or the Captains' List could be conveniently reduced with benefit to the service?—I think that the Captains' List, as far as the efficiency of the service goes, might be reduced 50 perhaps with advantage, because then when officers got upon that list they would pass through it probably rather more quickly to the Flag List; but I should object very much to arriving at that result in the way in which we have in former years arrived at such results, by one promotion for three vacancies; for while you are trying to arrive at an improvement you keep clogging the lower ranks with old officers; I think that it was a great mistake, for which I am responsible with many other persons, when we recommended a reduction of the lists in former years. The Admiralty have at different times reduced the lists; from the years 1830 to 1850 there have been reductions; and a rule was made, that only one promotion in three vacancies should take place; which of course reduced the upper list, but left the lower list in the most hopeless state.

4584. That being your Grace's opinion, the plan which has been called Sir John Hay's plan, would require, to carry it into effect, considerable modification as to the number of officers on each list?—Yes; I think it would require great alteration; first of all in the Lieutenants' List that must be materially altered. I do not believe that any Government, responsible for the maritime power of this country, could consent to so low a list of lieutenants.

4585. Independently of the question of expense, to which your Grace has adverted, I believe in a paper that has been presented to Parliament, referring to Sir John Hay's scheme, but setting that aside entirely, your Grace is of opinion that that scheme could not advantageously be carried into effect in its integrity?—I think certainly not.

4586. The only list in which you think you could recommend a considerable reduction is the List of Captains?—I think that if a certain sum were to be given to improve the condition of the Navy, then the best way of applying that sum would probably be in withdrawing from the Captains' List a number of Captains, and not adding to the list at the time. I think that would be the best mode of making a reduction.

4587. That would increase the flow of promotion through all the ranks?—It would assist promotion to the Flag List.

4588. Sir *John Pakington.*] Would not the Commanders' List bear any reduction?—I think not; I look upon that list in this way, that there are a certain number of older commanders who perhaps might be willing to retire; but I think that the Commanders' List must be looked to as the great source in a time of war for your captains.

4589. *Chairman.*] The last observation of your Grace leads me to ask you a question or two as to the Retired List. The Retired Lists are now very numerous, going through all the letters of the alphabet?—Yes; there have been various schemes of retirement made during the last 30 years.

4590. The great object in these schemes of retirement appear to have been partly to remove reward officers when they have arrived at a late period of life, and partly to relieve the lists from the great numbers upon them which check promotion?—Yes; the great error was in 1815, that they rewarded the mates by making them lieutenants; they made 1,000 of them lieutenants in one year as a reward for past services; of course, that was the most unwise scheme with regard to the future interests of the Navy that could have been adopted, because it clogged the list with men ill fitted for future service.

4591. That was in the year 1816?—Yes.

4592. The number of the lieutenants who were on the list at the time when the 1,000 were added to it amounted, I believe, to 4,000?—Yes, so great a clog was it that, in 1848, Lord Auckland stated that although the Active List of lieutenants

nants contained 2,300, yet he had not got officers for the service at that time, which was a time when there was a very small force afloat.

4593. In consequence of that clog, those lists were relieved by holding out inducements to different officers to retire?—Yes.

4594. It has appeared that the officers have been retired upon different allowances at different times?—Yes, they have. Different schemes have been made; sometimes a scheme has been made with an idea to get officers to withdraw upon the best terms they could; some of them have retired, and some officers have not taken the retirement, and sometimes larger schemes have been proposed.

4595. Would it be possible, as it has been suggested to this Committee, to amalgamate the Reserved or Retired Lists in the Navy?—I do not see that any amalgamation would do any good; officers have been put on different terms of retirement, and if you put them all on one list, you must either attach to each name the terms of the retirement, or else the whole of the lists must be revised again, and the officers must be retired on some new plan.

4596. One ground of complaint which has been stated to this Committee is this, that certain captains, say on the H I K List of 1851, were induced to retire; indeed, it has been stated most strongly that they were induced to retire almost under threats, upon an allowance very different from that which they would have got if they had continued in the service until 1860. Has your Grace had any complaints made to you upon that score?—Yes, I have heard complaints of both kinds; sometimes, that the terms of the Order in Council of 1860 were not so good, and, therefore, they ought to have the advantage of former schemes of retirement. But I think that Naval officers overlook this, that many of them have gained by the retirements of 1847, of 1851, of 1856, and of 1858; they have all gained promotion by them, and they have obtained advantages from them quite unexpected by them when they entered the service; for instance, having received the benefits of this more rapid promotion, when any future measure touches them, they seem to forget all the advantages that they have gained by former retirements, and they say that the new arrangement is a breach of faith with them. I will give an instance of this: I will take the instance of Captain White, an officer on one of these Retired Lists under the Order in Council of 1860. He was made a captain in November 1846; there were then 562 men above him on the Captains' List. Now, had no scheme of retirement been adopted, and allowing the rate of promotion to have continued as it was, and the deaths to have occurred according to the average of two or three years at that time, Captain White would stand at the present time, in June 1863, 218 from the top of the Captains' List; he would, therefore, be still on the 10 *s.* 6 *d.* list of half pay, and he would be 48 from the top even of that list. That is the position in which he would have been if these several schemes of retirement had not been adopted; but he is now in a better position.

4597. Several other minor questions have been brought before the Committee; for instance, as to the warrant officers; and it has been suggested that they might, conveniently for the service, perform some of the duties which are now discharged by midshipmen; what is your Grace's opinion upon that point, or is that a point that you would rather leave to officers in the Navy?—The further employment of warrant officers is a question upon which, of course, I do not pretend to give an opinion beyond what I have collected from naval officers; and I should say from the opinions that I have collected, that naval officers generally do not think it would be advisable to give to warrant officers the position of sub-lieutenants and of lieutenants in ships.

4598. It has also been suggested that the position of the warrant officers ought to be improved, and that some alteration is requisite with that view?—I think that since I have been at the Admiralty we have improved their position, as to pensions granted to their widows; we gave them back the pensions. In 1830, or 1832, the widows of warrant officers received no pensions; and I think it was in the year 1860 that we brought the question before the Treasury, and it was settled by an Order in Council, that in future the widows of warrant officers should receive pensions. With regard to the further employment of warrant officers, if by that is meant more warrant officers, the difficulty is like other difficulties which are sometimes overlooked as to the Navy, that there is no room for cabins in the ships, for the steam machinery and other arrangements, which are now wanted in vessels, take up so much room, that there is the greatest possible difficulty in providing cabins for the officers. The engine-room, and the different mess places, and other requirements on board a ship, occupy so much space, that there is very great difficulty in providing cabins.

4599. Since your Grace has been at the Admiralty, pensions have been granted to the widows of warrant officers?—Yes.

4600. Then the observation made by Captain Fishbourne no longer applies; he stated that the warrant officers complained of their status, and that he thought it was a great grievance that their widows did not receive pensions?—That state of things does not exist now. What I looked to was the efficiency of the Navy; I did not consider that we ought to go back and interfere with what had been done in former years.

4601. At Question 4115, Captain Fishbourne was asked, "Do you think that at the present time the chief gunners, boatswains, and carpenters have a sufficient status to be able to maintaid order amongst the crew?—No; I should improve the status of the warrant officers. I think that a few promotions from that rank might be given, which would enable them to perform the duties you have suggested, and that should be a stepping stone to higher rank for the gunners, boatswains, and carpenters." Has your Grace heard opinions expressed upon that point by naval officers which induce you to think that some alteration might be made in that respect?—I think that it might be done occasionally for distinguished service; but I should make it exceptional; that is my opinion from what I have collected.

4602. Another point has been brought before the Committee with regard to the chaplains: a chaplain has been examined before the Committee, and it has been stated that it would be a great advantage to the service that there should be a chaplain general appointed in the same way as there is a chaplain general in the army, in order that the different chaplains might have some person to whom they could communicate, instead of always going to the Board of Admiralty. Has your Grace's attention been called to that point?

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point?—I should have liked to have had a chaplain general, if by that is meant some one who would have ascertained for me the character of all the chaplains before they were appointed; but if you mean by chaplain general, that the chaplains should communicate directly with a chaplain general, and that there should be a certain spiritual supervision in the Navy, separate from and independent of the captains, I should think that that would be very mischievous.

4603. Another point has been mentioned, and it was pressed rather strongly upon the Committee, and it was, that the condition of the surveying officers, or of the surveying department in the Navy, is anything but satisfactory; has your Grace heard complaints upon than point?—I cannot say that I have.

4604. It has been stated, that in many cases, there have not been surveying officers, or that it was difficult to find surveying officers, who could do the work that was necessary to be done, and that some further provision or inducements ought to be held out with the view of improving that branch of the service?—I have never found any difficulty in obtaining surveying officers; there are now 21 captains, commanders, and lieutenants, employed upon surveys, and if you will refer to page 100 of the Estimates, you will find the surveys which are in progress at the present time; there are a great number of surveys in progress; there is the home survey in England, the east coast, the Bristol Channel, Portsmouth, and the Scilly Islands; in Scotland, Argyle, Inverness, the Hebrides, Bala Island, and South Uist; of foreign surveys, there is Syria, the Archipelago, the Cape, Corea, and Japan, the China seas, Vancouver's Island, British Columbia, the Bay of Fundy, Newfoundland, the West India Islands, New South Wales, Victoria in Australia, for which the Australians partly pay, I think; Queensland, and Tasmania. I have lately found a difficulty in checking the expense of that department; for the fact is, if the Committee have looked at the estimates and accounts of naval expenditure, they will find that we rather exceed our money every year in surveys, and it is very difficult in distant places to keep down the expense of surveys.

4605. You have not found any want of surveying officers?—Not the least; on the contrary, when we sent an expedition at the end of the year 1859, to China, it was of course important to attach surveying officers to the fleet, and we had no difficulty then, and I never heard of any.

4606. Lord *Clarence Paget.*] Have you heard any complaints as to the inefficiency of the surveys made by the surveying officers?—Never; on the contrary, I have heard the greatest praise bestowed upon all the various surveys. A survey was lately brought to me that was made in the Pacific; it was a very fine survey, made by an officer who had been there for eight or ten years, and it was much admired for its care and minuteness.

4607. *Chairman.*] The evidence which has been given before this Committee, I believe, has been delivered to your Grace at the Admiralty from time to time?—Yes.

4608. If there is anything that I have omitted to ask you of importance, and which your Grace would like to submit to the Committee before I close what I may call the examination in chief, will your Grace have the goodness to state it?—There are a great many questions to which I might advert; but what I desire generally to state is, that comparing the condition of the Navy List now with its state in any former year, it will be found that promotion has been more rapid and more regular; that the per-centage of officers employed is much larger, and that the payments for half pay and retirements are higher. Those are three advantages which tend, as I think, to the efficiency of the Navy, and they are now in a more satisfactory condition than they have been since the year 1815.

4609. Looking at the present state of the List, does your Grace apprehend, with regard to the two first particulars, that there is likely to be either slower promotion or a smaller amount of employment than has been the case lately?—The amount of employment must always depend upon the number of the men voted, and, in fact, the services of the Navy. The services of the Navy now are not so high as they have been for the last two or three years; they are lower; and it is probable, if peace continues, that we may have them still somewhat lower, and then there would be rather less employment; but in the present state of the lists, and looking to the long time it will take to raise the list of lieutenants very largely, I do not look forward for many years to come to any want of fair employment for all the junior officers.

4610. It has been stated to the Committee that, unless the principle of retiring admirals, on account of age, so as to have on the Active List not more than 70 admirals, be adopted, the lists will be clogged soon again; has your Grace looked into that part of the question?—Yes. When I was looking into the matter in January 1860, I had that question carefully gone into, taking Mr. Finlaison's calculations, and I found that if we reduced the list of admirals to 70, instead of keeping them at 100, in a few years hence, instead of any increase of promotion, there would be less promotion, and the list of admirals, as to efficiency, would be in a less satisfactory state, according to the plan which reduced the number of the admirals, than under the present plan.

4611. Sir *John Hay.*] Does your Grace mean without applying the system of retirement by age to the list of ndmirals?—No; supposing the Admiral's List to be reduced to 70, and retirement by age was applied to it, I find that the present system would in a few years give more promotion than the other system.

4612. *Chairman.*] Your Grace is satisfied upon that point?—I would give in a paper which I have, and which I have submitted to different persons in order to look into it; my object would be that the Committee should arrive at a correct conclusion, and if it has been wrongly calculated in any way, it will be very desirable to show that.

4613. For the reasons you have given, you do not see any necessity for extending the principle of compulsory retirement on account of age to the List of Admirals?—No; but I should like to take the two questions separately; the one is a question whether you will apply retirement by age to the List of Admirals, and the other is whether you will apply retirement by age to the List of Admirals and also reduce that list; the two questions will have very different effects.

4614. Will you have the goodness to answer those questions separately; many naval officers and admirals have said that they cannot understand upon what principle officers in the lower ranks should be retired on account of age, unless the same principle be extended to the highest rank

rank of all?—The difficulty as to that is to say exactly what the age shall be; for instance, I know that when a captain retires, we retire him at the age of 60, if he has not had certain service, because if he was on the Admirals' List no one would employ him if he had not been in employment at sea for 15 years; it is not likely that any Board of Admiralty would take the responsibility of appointing him to an important command; but if you refer merely to the Admiral's List, an admiral at 60, or at 65, or under 70, might be very fit for command for instance at Portsmouth, Plymouth, or Sheerness.

4615. Assuming that that principle of retirement were extended to the Admirals' List, what number do you think ought to be kept upon the Active List?—There is no special number that I could mention; I look upon that as rather a delusion. We are now paying 180,000 *l.* a year for our Admirals, and as long as the country has a certain number of admirals fit for command, it is of very little importance to the country on what list the admirals are—of very little importance, as I conceive. If you retire admirals, and keep up the number of 99, all that you do is, instead of paying 180,000 *l.* a year for your admirals, to pay 120,000 *l.* a year, or something more; that is what it amounts to; it is a question of money.

4616. Do not most of the questions which are supposed to refer to the dissatisfaction or the complaints in the Navy resolve themselves into the question of pay, half pay, and retired allowances?—No doubt of it; and the remarkable thing is this: looking to the enormous cost of our Retired List, which has reached now to 410,000 *l.* a year, although we have reduced the admirals on the Active List at different times, it has not had the effect of reducing the charge in any way. When the House of Commons saw that we recommended a reduction in the number of the admirals from 150 to 100, they naturally thought that there would be real economy to follow. It was stated in the Report on Naval and Military Retirement in 1840, that after 24 years of peace the reduction in the charge for commissioned officers of the Navy was only 44,000 *l.* a year, while for officers in the Army the saving had amounted to 1,300,000 *l.* a year; that was under the system of officers selling out. This, I think, shows the difficulty of dealing with retirements in the Navy.

4617. Sir *John Pakington.*] Your Grace has, in your last answers, referred to the great cost of our admirals and the rest of our naval establishment?—Yes.

4618. Which does your Grace consider the primary consideration, the efficiency of the Navy or the cost of it?—Of course the efficiency.

4619. Your Grace has already stated that when I left office I left in your hands, as my successor, a plan of retirement which I had proposed?—Yes.

4620. By the Order in Council of 1860, the Board of which your Grace is the First Lord adopted the lower half of my plan, that relating to the retirement by age of the lieutenants and commanders, and rejected the other half of the plan, relating to captains and admirals?—Yes; I applied the remedy where I thought the evil was most pressing, in the Commanders' List and in the Lieutenants' List.

4621. The effect of the Order in Council of 1860, as passed by your Grace's Board, upon the promotions to the Captains' List, has, I believe, been very considerable?—I do not think that that Order in Council has had much effect upon promotion to the Captains' List; I think that promotion to the Captains' List was increased by the accident that there were a number of officers at the top of the list who had not served their time, and therefore they went off the list; I think that that was what increased the promotion.

4622. The accidental fact that high up in the list at that time there were officers who had not served their sea time?—I think that was the chief thing.

4623. Your Grace's plan of retiring captains who were 60 years old, but who had not served in that rank, also produced a considerable effect, did it not?—It produced some effect; you can see by the list.

4624. There was besides a very important change, which has been already adverted to, that the rule of promoting only one in three had ceased; and there was promotion for every vacancy?—The rule as to promoting one in three had just ceased when I came into office, as the number of the captains had come down to the establishment of 350.

4625. From these combined causes, the promotions of commanders to the rank of captain in the years 1861 and 1862 were, I believe, very considerably larger than they had been for a very considerable period of time?—Yes; in 1861 there were 24 commanders promoted to be captains, and in 1862, I think, there were 36.

4626. Your Grace's memorandum which is before me shows that there were 19 in 1861, and 33 in 1862?—I think there were more, but they were considerable.

4627. The fact that I wish to establish is this, that from the combined causes which have just been adverted to, the promotions were much larger in those years than they had previously been?—Yes.

4628. I believe there has been throughout the service different retirements during the last 30 years, to which your Grace has alluded, and it has always been found that each of those has produced a great temporary effect?—I think that they produced a permanent effect, because I think that it was very much owing to them that we got the list of captains down to 350. I think that the good effects of those retirements are still felt, and that they will be felt for many years to come.

4629. I did not mean to imply that they had produced no permanent effect; on the contrary, I quite agree that they did produce a considerable permanent effect, but the immediate effect in clearing the list was much greater than the permanent effect?—Yes; the immediate effect was considerable, of course.

4630. Is there not reason to apprehend that the same result may follow the Order in Council of 1860, and that the permanent effect in accelerating promotion may not be equal to the temporary effect which has been produced?—If you mean that the upper lists may again get somewhat clogged, I think that in time it is very probable that they will, even with our arrangements; our measure with regard to the captains tends a little to relieve it, but, still I think that in the course of years some other measure may be required; but I do not think it necessary for the Admiralty to look very far forward, and for this reason, that if any outbreak of war should take place, or even an apprehension of war, the schemes would be rapidly set aside, whatever

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scheme you may have. We must then have efficient officers, and some scheme or other will be then adopted, and it may be that at some cost they will retire those officers who stand in the way of promotion, who have not served of late years, or who are not willing to retire, but still who are not very fit for service.

4631. Your Grace has admitted that in the course of some years it is probable, notwithstanding the Order in Council of 1860, that the lists will again become clogged, and that some fresh retirement may become necessary?—I think that it may happen.

4632. Has not that repetition of inequality and unsteadiness in the promotions, and which has been such a subject of complaint for years in the Navy, been itself an evil?—I think it has been an evil, but I do not see how you can obviate it. I have already stated that I think the plan you left with me would have left the Navy in a few years in a worse condition, with regard to the upper lists, than leaving the numbers on the lists as they are at present.

4633. I am now venturing to ask your Grace questions, rather with regard to the application of a principle, than with regard to any particular suggestions which have been offered to carry out that principle; and I will now ask your Grace whether the object of the first importance in these matters is not to obtain, if possible, a steady flow of promotion, and to avoid the necessity for sudden changes by periodical retirements?—I cannot believe, that in any seniority service, you will keep up a steady flow of promotion. We have gone to great expense in the seniority service in the Army, and we have tried it in the Marines, but we have never effected it. I may state that the Marines are now in a more efficient state, in point of age, than they have been for many years past, because we have had an opportunity for a good many retirements; at the same time, I do not believe that in any seniority service you will ever get it into a perfect state. Looking back to the Report of the Commission, when the subject was very carefully gone into by the Duke of Wellington and Sir George Cockburn, in the year 1840, who took a large view both of the Army and the Navy, I think the result of their Report leads one to the same conclusion, that is, that as long as you have a seniority service, you will have men verging upon an age when you would wish to retire them; and all those arrangements which may be made with a view to making officers serve so many years in the lower ranks, so many years as sub-lieutenants, and so many more as lieutenants, and so on, only add to the difficulty of the case, by bringing up men to a greater age than before.

4634. My questions refer entirely to the Navy, and not to the Army; but although I think there is some truth in what your Grace has said, that it may be difficult in a service in which the principle of seniority prevails, to avoid inequalities, and perhaps still more difficult to avoid inequalities which are likely to arise from the alternations of a state of peace and a state of war, I would still ask your Grace whether, having acknowledged the evil of finding the lists clogged, and sudden changes necessary, it is not desirable to adopt any measure that is likely to make promotion more steady than heretofore, and so avoid those evils as much as we can?—If we could make promotion more steady, it would be a good thing; but I do not think that some plans that have been proposed, to the effect that there shall only be so many promotions in each year, would be a good thing. I think that, on the contrary, it would produce a most desponding effect upon the Navy. I think that the hope of obtaining promotion carries people on more cheerfully than if they saw that there were only to be a fixed number of promotions every year.

4635. Does it not, in your opinion, follow, that under a system of retirement by age and deaths combined, promotion must of necessity be quicker and more steady than under a system of retirement by death alone?—Yes, given the same number of officers on the lists.

4636. Supposing, for the sake of avoiding the acknowledged evils, the principle to be adopted, I presume that it would remain open to those who had to carry it out to select their own number, so as to adopt the principle to that number?—If they selected such a number as to cripple the power of the British Navy, I should consider that most objectionable; I do not see how any scheme is to be made except by limiting the entries of the cadets in the first place, and by limiting the Lieutenants' List in the next.

4637. I do not see why your Grace should assume that numbers are to be selected which would have the effect of crippling the power of the British Navy. I assume that the principle will be so adapted as to be combined with details that will enable it to work well; would not that, in your Grace's opinion, be the best system?—I should see no objection, as to the efficiency of the Navy, in retiring admirals at a certain age, if you kept up the numbers on the list.

4638. To whatever point might be necessary?—Yes.

4639. Your Grace, in point of fact, has already proved, by the Order in Council of 1860, that you do not object to the principle of compulsory retirement by age?—I consider it a question of expediency as to what rank you should apply it to.

4640. Your Grace has frankly admitted that, under the system as it now stands, we may look forward in the expectation of finding our lists again clogged, and that some strong measures will have again to be resorted to to clear them. May I ask whether your Grace has entered into any calculations to enable you to state how soon that period may arrive?—I do not think that it will arrive, as regards the upper ranks, for a long time; because, in the list of flag officers, you want so very few for your purpose, and if a war were to break out, as I have already stated, you can always have recourse to making commodores, which gives a great power to the Admiralty, and enables it to meet any emergency. I do not consider, as regards the necessities of the country, that any such emergency will arise.

4641. I presume your Grace does not consider that the efficiency of the Flag List is the sole object in view in these questions?—No; I consider of course promotion in the lower lists very important.

4642. Is it not very important if possible so to arrange the naval service that the upper lists shall not stand in the way of fair promotion from the lower lists?—Yes, if it can be done.

4643. Does not compulsory retirement by age, if applied to all ranks, afford an obvious mode of arriving at that desirable end?—Then I must deal with the present list as it is; I cannot exclude from myself the numbers. If you take new numbers without showing me how it is to be applied,

applied, it is impossible to reason upon it. I must take the numbers on our lists before I can see whether or not it will be applied successfully. If I knew what numbers were to be in the lower lists I could judge of the question. In the scheme which the honourable baronet left with me, he did not state exactly the number of the lieutenants; he said they were to be reduced, and were not to exceed the present limit of 1,200; but they were to be reduced as much below as the interests of the service might require. Now that leaves the whole question in a difficulty as to making any calculation.

4644. I think we have arrived at this, that irrespectively, as I have before said, of any particular scheme, which may have been erroneous or not, your Grace quite concurs in the opinion that steadiness of promotion is most desirable, and that, if judiciously and wisely arranged in its details, compulsory retirement by age in all ranks must conduce to that steadiness?—Yes, it would increase promotion.

4645. As an illustration of that principle, is your Grace aware that calculations have been carefully made by an actuary as to the effect in 20 years of what has been called Sir John Hay's plan; that is to say, retiring admirals and vice admirals at 70, and rear admirals at 65; and supposing the list to be reduced to only 75, the effect would be, taking an average of 20 years, that the vacancies from age retirement would be three and a half per annum, while the death vacancies would be only two per annum?—Yes; but in judging of a scheme you must not take the present list, as they are old officers. When you bring them under that scheme they would be in a very different position. The fault of Sir John Hay's scheme is, that it takes advantage of the present number of the officers on the Admirals' List, sweeping them off, who would be naturally off the list in the course of years by death, and that is considered as part of the excellence of the scheme; but that advantage we shall have at any rate. We now pay 410,000 *l.* per annum for retirements, but that is reducing itself every year under the present system, and it must do so.

4646. Is it not the fact that in any case, either under the present system, or supposing the principle we have been speaking of to be adopted, and looking forward for many years, the list will gradually become reduced?—Yes, at any rate.

4647. As a money question, whatever weight that may have, it will annually become of less and less importance?—That may be; but at the same time I must say that upon that subject the Committee should proceed with great caution.

4648. Does your Grace remember that in page 17 of the plan which I submitted to you, it is stated, "The probable result, therefore, will be, that at the end of the next 10 years, the charge for these lists will be reduced to 210,000 *l.* per annum, in place of their present amount of 310,000 *l.*"?—Yes; but I think that in that there are some questions that are left out of consideration—the dead weight, of course, under no system, can be entirely removed, but it is, on the contrary, increased by the schemes which are constantly asked for, such as augmenting the retired pay for certain classes.

4649. I understand that your Grace has not calculated for the next 10 years, what will be the effect upon promotion of leaving things exactly as they are?—Yes; I had a calculation made for the purpose of showing the position of the list in 1870. It was taken upon Mr. Finlaison's figures, as given in by him, and taking in the vacancies and the deaths, and it was shown to me that the average age of admirals under the present system, would leave, in 10 years, 88 officers below the age of 70, instead of 75 officers as proposed by that list, which limited the number to 75.

4650. That is, drawing a comparison between the present state of things, and the proposed plan which I left in your hands?—Yes.

4651. Your Grace has not exactly answered my question; I asked your Grace whether you had made any calculations, quite irrespective of any other suggestions, as to what would be the result in the next 10 years as to promotion, supposing no change to take place?—I do not know that I have any calculation upon that, as to what will be the state of the Navy List under the present system 10 years hence; it is always very difficult to look forward.

4652. I apprehend that your Grace would be of opinion, that if any plan could be devised that should be self-acting, it would be better than these fresh periodical retirement lists?—The way in which I should look at it would be this; what would the scheme cost; in what way can the public best apply their money in order to make the Navy efficient; that is the kind of view I should take of it, whether you should apply 20,000 *l.*, or 30,000 *l.* to one list, or to another list; I should consider that the value of the scheme was to be measured by its effect upon the general efficiency of the service.

4653. Your Grace stated in answer to one of the earlier questions put to you by the Chairman, as one of the reasons for adopting the plan which was embodied in the Order in Council of 1860, that you thought it not so material for the officers in the higher ranks of the Navy to be promoted young as for those in the lower ranks. Is it not equally important that all ranks in the Navy should gain their promotions at that age when they would be most efficient?—For admirals I do not think it so important, because as I have already said, while we could have admirals for home commands, we could always, if necessity arose, from the outbreak of a war, do as we have done before; that is, we could employ commodores in many parts of the world.

4654. Would your Grace, looking to the general welfare of the Navy, think it a desirable state of things that the admirals should be put aside altogether, and that commodores should be employed?—I do not think it would be so, of course; but the Admirals' List under the present system has been gradually improving. If you take the Admirals' List you will find, comparing it with what it was in former years, that it has improved, and that it will go on improving for some years to come. I have not looked beyond those years, for I think that it is very difficult to look with anything like certainty beyond them. I have seen that the list has improved, and that it is still improving.

4655. Taking the case of the captains, and referring to the distinction which your Grace has drawn as if it were more important to have young and vigorous commanders and lieutenants than to have efficient captains and admirals, will your Grace be good enough to state why it is more important to have commanders and lieutenants of vigour and activity than it is to have captains possessing similar vigour and activity?—Because I look forward to the future. The commanders of to-day will be captains three or four years hence, and I am bound to look to see that I do not

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leave the Navy of this country in any respect in an imperfect state, and that in the event of a war, I do not leave it in a position not capable of meeting the emergency. I look, therefore, to the commanders as the men who will be the captains of a future day. I consider them, therefore, much more important than the captains.

4656. Is it not very important that captains who command ships should be officers in the full vigour of life?—Yes; and we have the Captains' List in a better state now than it has been in before; and I think it will go on improving. I think that the arrangement for the retirement of the commanders tends to improve the Captains' List.

4657. It was not my intention to raise any question as to the present state of the list, but I was rather meeting the opinion which your Grace has advanced, that you thought it more important to have young and active lieutenants and commanders than to have active and vigorous captains?—I do think so, looking to the future. We have at present a very efficient set of captains, and the only misfortune is that we have not enough employment for them. We have an excellent list of captains.

4658. Your Grace has referred to the distinction between the modes of promotion in the lower ranks, where it is by selection, and in the upper ranks, where it is by seniority. Is it your Grace's opinion that that difference in the mode of promotion prevents any sore feeling, or any feeling of injustice, one principle of promotion being applied to the lower ranks, and another principle being applied to the upper ranks, in the Navy?—I think that the only ground of complaint would be, that you have adopted a system that does not give the best or a fair chance of promotion. If you have adopted a system that gives the lower ranks a fair chance of promotion, I think that they have no ground for complaint, whether you do it by retiring the admirals, or whether you do it by retiring a certain number of captains, or in whatever way you do it, it does not affect the lower ranks; in the Navy all they want is their promotion.

4659. Does not your Grace think that a commander who still enjoyed good health and was willing to serve, but, having arrived at the age of 60, was therefore put aside, would feel himself aggrieved if a captain, at the same age and under the same circumstances, was not put aside, but was allowed to pass on to the Flag List?—Yes; but if he had that feeling he would say, retire them all at 60. If we retired captains and admirals at the age of 60, the cost to the country would be enormous; no doubt it would be desirable to have admirals on the Flag List between the ages of 50 and 60, or even younger; if we had an admiral or two at the age of 40, it would be good, if their services were wanted.

4660. Your Grace also, in answer to a question of the Chairman's, stated that one of your reasons for not adopting the principle of compulsory retirement in the Flag List, was because of the injustice that would be done to the admirals and senior captains?—Yes.

4661. In the first part of my modified plan, at page 19, your Grace will find these words: "Active Flag List to be divided into two lists, to be called First and Second Flag List; First List to consist of all flag officers on the Active List who have completed 70 years of age; Second List to consist of 15 admirals, 24 vice admirals, and 36 rear admirals. As officers on Second List complete 70 years, they are to be transferred to First List, and each vacancy so created to be filled by promotion from Active List of Captains." May I ask your Grace what there is in that plan which you can call injustice?—The only injustice is the one which the honourable baronet himself pointed out to me; he said that it would be unjust, because a commander at 60 would complain if he saw his senior employed after the age of 60. According to his plan, an officer is to go on and remain on the Flag List until he is 70, while a commander is to be retired at 60; therefore there would be the same statement to be made as to the absolute justice or injustice of it.

4662. If the same principle is applied to all, and there is no difference except the difference of age; is that the same thing as applying to one rank a principle totally different from that which is applied to another?—I think that the officers would complain; a commander might as easily say, I am as fit to go on as an admiral who was going on till he was 70.

4663. You have stated that you rejected my plan because it was unjust to the admirals and senior captains; but I ask your Grace again, having referred you to the details of the plan, what there is in it which you think unjust?—I think it was represented to me, that to apply the same rule to persons who were in totally different conditions would be unjust; that as the Flag List had arrived at their position, they could not be interfered with; that the captains who had served their time had, as it were, a right of inheritance to the Flag List; that their position was secured to them by the rule of seniority; and that, as most of the proposed regulations had reference to the ranks where the rule was selection, and not where the rule was seniority, it would not be just to apply the same conditions where the rule was seniority: and I confess that I thought there was reason in that.

4664. Whatever force may be fairly due to that argument, does it not amount to a reason rather for making the scheme prospective than for condemning it altogether as unjust?—Perhaps it might; but you have to deal rather with the present state of the list than to look forward to some good arrangement for years hence. Perhaps it might be just to say that all who come on to the Captains' List hereafter shall come on to it with that condition; but that is such a long way off, that I do not think it is desirable to enter into it.

4665. Referring to the opinions which your Grace has expressed, I am sure that everybody would feel that all due consideration should be given to the position and feelings of those officers who are at the head of the Navy, and who have served long and honourably; but am I not right in this opinion, that the view which the senior admirals have taken of the question, has been rather a matter of feeling than of justice?—It may have been a matter of feeling; but they represented it to me as a question upon which they entertained very strong feelings, and they thought that it would be very unjust to them.

4666. No doubt these feelings ought to be respected as far as possible; but would your Grace contend that a matter of feeling should stand in the way of the efficiency of a great service?—No; if I had seen a necessity for doing that with the Flag List, certainly I should have done it, and have faced all the unpopularity connected with it; but I really did not see the necessity for it.

it. I have shown that the Flag List was improving, and that it has improved very much since then; that shows, I think, that there was no great necessity then, because the Flag List is now in a much better condition than it was in 1859, although that scheme was not adopted.

4667. Your Grace has stated that when you came to consider the question of applying this principle to the higher ranks in the Navy, you had to contend with the opposition of your own Board?—I hardly like to mention it, as Sir Richard Dundas is dead; but he stated to me that, having been a member of the Honourable Baronet's Board, he had objected to it, and he believed that the Right Honourable Baronet's Board had objected to the scheme entirely, and he thought it his duty to make the same statement to me. I felt, therefore, that I should have in 1860 the difficulty to contend with of my Board, perhaps, leaving me, and I should have all the senior officers in the Navy complaining; and at that time, the effect of the bounty had put the men in the Navy into a very bad condition, and the whole of the Navy was in such a state as made it very undesirable to have any great naval crisis, as I may say.

4668. Your Grace has spoken of the feelings of all the higher officers in the Navy, and your Grace is of course aware that my Board consisted of four naval officers; you have alluded to the opinion of Sir Richard Dundas (and you have stated that opinion quite correctly), and the opinion of Sir William Martin was the same; but is your Grace aware that another very distinguished member of my Board, Admiral Milne, entertained the strongest opinion, without having a decided opinion as to the necessity of adopting the principle of retirement by age at all, that if the plan were adopted in the Navy it must be applied to all ranks?—No, I did not know that.

4669. Captain Drummond was a member of my Board; he is also a member of your Grace's Board. Are you aware that, at all events, Captain Drummond's opinion was as strong as possible in favour of applying the principle of retirement by age to all ranks?—Yes; but he was not a member of my Board in the year 1860. I had to deal with a certain number of naval officers at the Board, and I found that their feelings were against it; I found also that the admirals who came to me and spoke upon it were strongly against it, and certainly some of the senior captains were strongly against it. Finding all that opposition, I looked to the necessity of the thing; and then I found that it really was not necessary for the efficiency of the Navy, because the Flag List did not require that scheme; and therefore I should only have been gratuitously proposing a scheme, and incurring so much odium, for that which was unnecessary for the efficiency of the Navy.

4670. Again, referring to your Grace's expression as to all the higher officers in the Navy being against it, are you aware that we have had before us several flag officers high in rank and reputation who are strongly in favour of it?—The Committee may have had such witnesses before them; but I cannot say that I examined or could have asked every flag officer: of course, as always happens, before this Committee as anywhere else, you hear those who object to your scheme. I heard the persons who took the strongest part against it; they came to me, and they represented the injustice of it, saying that it was not necessary for the efficiency of the service.

4671. Is your Grace aware (although, of course, in matters of this kind opinions may be a good deal divided) that, irrespectively of the officers who have appeared here, it has been ascertained that a very large proportion of the flag officers now upon the list approve strongly of this plan instead of condemning it?—I should like to know exactly what the plan is of which they approve.

4672. I am speaking of applying the principle of compulsory age retirement to the Flag List, in order not to impede promotion in the lower ranks?—If the officers on the Flag List do not object, and if the public do not object to the expense, of course it would add something to the current of promotion.

4673. Referring to what your Grace stated about the lieutenants, I understood your Grace to express it as your opinion that the Lieutenants' List should be raised to 1,000 in number?—I think I said that they should grow towards 1,000. I have not exactly gone into the question as to what should be the exact number on the Lieutenants' List, because the Lieutenants' List is at present so far from the proper number that it was quite unnecessary that I should go into that question.

4674. I would ask your Grace whether in fixing the Lieutenants' List, say at 1,000, you contemplate that in that list should be included officers serving in the Coastguard and Packet service, or that there should be 1,000 lieutenants free and fit to go to sea?—I think you should have 1,000 lieutenants free and fit to go to sea.

4675. Sir *William Miles.*] With reference to the 1,000 lieutenants fit to go to sea, does it not strike your Grace, that in case of war we have a resource now to look to, which we had not formerly, in the Naval Reserve; and would not that Naval Reserve make it unnecessary to employ so many lieutenants?—I think that besides the 1,000 lieutenants, we should want all the reserve. In the last war, we employed a great many more than that, and I think it would be very unsafe to leave the country, if a war broke out, with a smaller number than 1,000 lieutenants on the list; at least, I should be very sorry, if I were to be responsible for the maritime power of the country, to have a smaller number.

4676. Can you state to the Committee the number of mercantile officers who could, in a case of emergency, be employed in the naval service?—No; I cannot at present give the numbers that are actually on the list, but a great many of them are honorary; of those who are attending drill, I do not know how many there are, but they are considerable in number, and no doubt they would be of very great use, especially for the protection of our trade. A war now would be very different from a war formerly; we should require to have vessels all over the world protecting our trade, for which purpose those lieutenants would be no doubt of great value.

4677. How is it that the present number of the sub-lieutenants so badly represents the number that is required?—The sub-lieutenants have been so rapidly promoted to be lieutenants, because we had not lieutenants enough. When the naval member of the Board, who has to provide lieutenants for the ships, comes and tells me that he has not got lieutenants, and that it is very important we should promote some of the sub-lieutenants, we are obliged to do so, and to do the best we can, very often; otherwise we might have left them for another year with advantage as sub-lieutenants.

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4678. Then you really have not got midshipmen and cadets to raise to the rank of sub-lieutenant who have had sufficient service?—No.

4679. That, I suppose, has been the reason why the entries of cadets have been more numerous than was recommended by the Committee of 1848?—Yes; that was the reason why I appointed more.

4680. Your Grace had seen the almost impossibility of carrying out the recommendation of the previous Committee of 1848, as to the number of cadets, one year with another, being limited to 100?—Yes; but if the Lieutenants' List had really got up to anything near the amount we require, it would be very desirable again to lower the entries.

4681. It was proposed, if I remember rightly, in that Committee, that warrant and petty officers should be employed in performing some of the duties which had formerly been performed by midshipmen, and I observe in your Grace's note to the Admiralty, that you state that several of the lower grades of officers have been under the consideration of the Board; with regard to the warrant officers, has their condition been lately under the consideration of the Board?—Yes; many questions respecting the warrant officers have been brought before the Board lately, and they are continually, in point of fact, attracting the attention of the Board; members of the Board are continually taking up all these questions, but I do not remember that there has been any new regulation made as to the warrant officers lately.

4682. Has your Grace still their condition under your consideration?—I consider the warrant officers a most important class, and no doubt their condition ought always to be carefully considered; but the difficulty, as I have before stated, of adding to their numbers is, that you must add to the cabins, and we have not accommodation enough in the ships.

4683. Even in the large ships which have been lately built, accommodation could not be found for the warrant officers' mess?—No; there is a difficulty about the mess places, and there is a difficulty about the cabins. We have got now in the 90-gun ships 22 cabins; but even with that number there are not cabins enough; the engineers have a mess place to themselves, but not the warrant officers.

4684. Do you think that the warrant officers could now be employed in the same situations as the midshipmen and cadets are employed in on board ship?—That is really a question upon which my opinion would not be very good, because it is a practical question for officers of the Navy. I can only say that I think the best opinions I have consulted are rather against it.

4685. An engineer has been examined before this Committee, and he stated that he did not consider the position of engineers on board ship was a good one, and he thought that in a certain way that condition might be remedied; he particularly alluded to the factory boys who were sent on board ship, and he stated, with reference to the education they received, that it was not sufficient; that they were sent on board ship as assistant engineers; that they were frequently called upon to examine the tubes of the boilers, and that there was great difficulty in getting them to repair them; and it would therefore be much better to employ skilled labourers, engine-makers, and so on. Has your Grace formed any opinion upon that point?—Yes; I think it was only a day or two since that we had a scheme submitted by Order in Council for improving the position of engineers. Of course the engineers are now a most important class of men in our ships, and it is of the greatest consequence to obtain an efficient set of men to perform their duties. As is well known, at the time of the Russian war there was great difficulty in finding engineers; the difficulty was notorious, and it is very important that we should train up a class of men who can be trusted with the engines. We had a scheme for promoting them from one class of ship to another, and also for educating them. I believe that that has been sanctioned by an Order in Council within the last few days.

4686. Has your Grace any objection to lay that before this Committee?—I will inquire about it.

4687. Does it not strike your Grace, as we have been told by the gunnery lieutenant of the "Excellent," that there is the greatest difficulty now in getting gunners, and that instead of 20 in a year, the average has been 10 or 15 for the last two years; that some alteration should be made, as far as the gunners are concerned?—I think if the honourable Member means seamen gunners, that there are now more than there ever were. If the honourable Member means gunnery officers, I can only say that great attention has been paid to the promotion of gunnery officers from the two ships, and I should like to state now to the Committee the promotions from the "Excellent" and the "Cambridge," from the year 1856 to 1859. In 1856, from the gunnery ships there was no promotion; in 1857, one lieutenant was promoted to be a commander; in 1858, there was no promotion; in 1859, one lieutenant was promoted to be a commander. Since I have been at the office, I find there have been one commander from the "Excellent" promoted to the rank of captain in 1859, and I find one lieutenant from the "Cambridge" in 1860; one next from the "Excellent" in 1861; and again from the "Cambridge" in 1862; then from the "Excellent" in 1862; and again from the "Cambridge" in 1863; and again from the "Excellent" in 1863, just taking the two ships alternately, and giving promotion to each ship in order to encourage the lieutenants. With regard to the general promotion of lieutenants, since July 1859, I find that there have been promoted 18 gunnery lieutenants. I do not think, therefore, that there is any complaint to be made that the gunnery lieutenants have not been fairly considered as to promotion.

4688. If you made the retirement by age at too young a period, would not the effect be not only in a certain way to clog your list, but at the same time to increase considerably the estimates?—It would add, of course, largely to the cost of any retirement if you retired officers at 50 in lieu of 60, the increased cost to the public would be enormous; you must make the retired pay higher, because an officer will go less willingly at 50 while he has 10 years good service at least in him.

4689. Mr. *Dodson.*] An opinion has been expressed before this Committee that it would be better that no promotions should be made except by the First Lord, he taking all the responsibility; does your Grace concur in that view?—No; I rather prefer the two modes which are now practised. I like to have the power of making a Board promotion for distinguished service; but, really the fact is, that it makes very little difference practically, because when I promote, it is done

done in my room, and the naval officers come and sit down in my room; but whenever it is done at the Board it is done in the Board room, and it is done then as a Board promotion; but it really resolves itself simply into this, that it is an additional compliment for services, when it is given as a Board promotion, the Board promotion being considered a compliment for service, and I think it is desirable to keep it so. It has also another effect, that a Board promotion can be made without reference to the numbers on the list, whereas I never promote unless there is a vacancy to promote to.

4690. Practically the First Lord, I presume, in making his promotions, is guided by the advice of his Board?—Yes; I am guided by three or four things; I first of all have the books in, and I go over the services of the officers; I go down the list. I look to the services of each officer; I then look to the recommendations of the admirals on the different stations; and I try if possible not to give too large a share of the promotions to one station, and omit another; for example, although there might be several good officers on the Mediterranean station, I would select one from the Mediterranean station. I am obliged to pass several officers there, and pass to the Pacific in order to give them a turn of promotion in the same way; I look through the stations and go over the list, and come to the best decision that I can as to the promotion; we look not only to past services; but to some extent with a view to bringing out a few young officers, so that there may be something to look to for the future.

4691. The advantage of having no promotion except by the First Lord would be that it would centre all the responsibility in him; does your Grace, as First Lord consider yourself in the same degree responsible for the promotions made by the Board?—Certainly, quite as responsible; it is only done, as I stated before, in one room instead of another. We are upon those terms that I should not make a promotion without consulting the Board, and the Board would not think of making a promotion without consulting me.

4692. The members of the Board, I believe, are nominated by the First Lord?—They are appointed with the understanding of the First Lord, always.

4693. Has he the power of breaking up the Board?—Yes; with the concurrence of the Government.

4694. Has he the power of dismissing any members of the Board?—He could break up the Board if his Board could not get on with him; but it is not to be supposed that men who are brought together, if they are tolerably reasonable, cannot come to an understanding.

4695. As an extreme resource, the First Lord would have the power to break up the Board?—Yes; he would go to the First Minister and state the case.

4696. Sir *James Elphinstone.*] With regard to the warrant officers, the pension to their widows was suspended, I think, in the year 1830?—Yes, or 1831.

4697. In consequence of some addition being made to their pay, which it was considered might be applied to life insurance?—Yes; it was partly that, and it was partly also this: those were great days of retrenchment; everything was done very economically in the year 1832, and in carrying out the retrenchment, I imagine that that was one of the things that was taken off.

4698. When an endeavour was made to get that pension back for the widows of warrant officers, was it not stated by the Treasury, in reply to the Admiralty, that the increase of pay was for the purpose of enabling those officers to insure their lives?—The Treasury, of course, did what the Treasury is bound to do; the Treasury fights, to a certain extent, for the revenue, and it requires the Admiralty to make out its case; but the widows of engineers having had pensions granted to them, it was impossible to refuse pensions to the widows of warrant officers.

4699. The pensions to the widows of warrant officers were of very old date, and, if I recollect rightly, they were suspended during the time when Sir James Graham was First Lord of the Admiralty, and in consequence of a statement that had been made, that warrant officers had married very improper persons?—Yes.

4700. Then an effort was made to get those pensions restored, retrospectively, which was ineffectual for the reasons which have been stated?—I do not remember the attempt that was made to get the pensions retrospectively restored; I only had to deal with the consideration that it was very desirable to get pensions for the widows of warrant officers for the future.

4701. The Commission for manning the Navy recommended that they should be retrospectively granted?—They may have done so.

4702. At all events they did not obtain them, and consequently there was a hiatus between 1832 and 1860?—Yes.

4703. At the present time the pension to the widow of a warrant officer is fixed at 25 *l.* a year?—Yes, I think so.

4704. Does your Grace consider that an adequate allowance as a pension for the widow of a warrant officer?—In all these questions, one has to look to see how it will affect others; and that, I suppose, was done at the time with reference to others; I do not recollect exactly why it was so fixed, but I have no doubt it was carefully gone into, and that the amount was fixed as the amount which it was thought could be justified.

4705. I believe that the Admiralty and the Treasury very frequently have differences of opinion upon these points?—A spending department and an economising department must differ and there must be a check by one upon the other.

4706. Those differences go so far as that in the case of the officers at the head of the police in the dockyards, who received the pension recommended by the Admiralty, and sanctioned by the Treasury, it was received for some months, and then the pension was reduced by one-third?—That was a case in which the Treasury said that we ought not to have granted the pension, and they reduced the amount of it.

4707. Although the retirement of those men was fixed at a certain amount, a reduction was made after it had been settled by the Admiralty?—Yes, I think it was so; but I think that we have made amends to some of them by giving them some other things; it was a hard case in the way that it affected those officers.

4708. In the case of Captain Hall, and two other officers who were at the head of the dockyard police?—I know that there was a case in which we had a difference of opinion about it.

4709. As that question affects the retirement of officers, would your Grace have any objection to furnish the Committee with the correspondence which took place between the Admiralty and the Treasury?—I think it would be objec-

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tionable, because if we were to produce such correspondence it would prevent any free communication between the departments.

4710. But your Grace considered that the case I have referred to was a hard case?—Yes, I did.

4711. At what age does your Grace consider, under the present altered circumstances in the Navy, cadets should enter into the service?—I think that the present age for entry into the "Britannia," or a naval college, is a good age, just under 14.

4712. Assuming that your Grace's view as to establishing a naval college was carried out, would that not alter your view as to the limit of age?—I think not. I remember that some officer said to me, that if I did not appoint them young they would not become web-footed soon enough; I think that they ought to come in at about that age to accustom themselves to that sort of life.

4713. With regard to a State education, do not the advantages which parents at present derive from having their children partly educated by the State, lead to a continual influx of applications?—No; the applications that I receive, are chiefly from naval and military officers and clergymen.

4714. Is it not the education that is given which leads to those applications?—I suppose it is; I think it is a great advantage to be able to give to naval officers an opportunity of having their sons put into the Navy, for I think that the sons of naval officers come in with more feeling for the profession, and I always select them; I give them the choice, if there is any doubt as to which shall be appointed.

4715. Admitting that the sons of naval officers should have an advantage, I believe your Grace is not favourable to the general public being enabled to obtain the advantage of an education for their children by obtaining for them a naval cadetship?—No; I think they ought to pay for it.

4716. And that a naval college should be self-supporting?—I think they ought to pay for it; I made inquiries the other day to ascertain what number were in the "Britannia" now, and where they came from; I had a list sent to me of them all, and it appears, that out of 234, there are 22 cadets, sons of naval officers, 23 are the sons of military officers, and 45 the sons of clergymen; but many of those clergymen, I must say, are connected with the navy; then there are 99 sons of country gentlemen.

4717. The great difficulty in the service, as I gather from your Grace's evidence, is that you must admit a very much greater number of persons at the one end than you can deliver at the other?—It is so; it is the same in the Navy as in the Army. You have five or six lieutenants in a ship, and only one captain, just as you have five or six captains and only one colonel in a regiment.

4718. With this difference that the Navy is a skilled profession; the officers are required to qualify themselves in seamanship, navigation, gunnery, and steam?—Yes; and they require to be very highly skilled.

4719. Would it not be a great advantage if there was a sort of spill-water towards the middle of the service, by which you could get rid of a certain amount of the young blood, that you cannot carry on effectively into the higher ranks of the profession?—Yes, no doubt, if we could have an outlet somewhere about the Commanders' List it would be a great advantage.

4720. The question is a money question, is it not?—Yes.

4721. Supposing 20 years' service were taken out of an officer, and Parliament were to find the money, would there be any difficulty in getting rid of him by a money payment with his half pay so as to prevent him from coming upon the parish?—I think you would have a difficulty, and I think it must be done with caution, because you would lose a great many good officers; there are many officers who are very valuable officers, and whom you might lose.

4722. Could you not retain them by promoting them?—That depends upon what your scheme is.

4723. Supposing you put the alternative, and that after 20 years' good service, you said to a lieutenant; "I will either give you a 1,000 *l.* and your half pay to go, or I will promote you to the rank of commander;" would not that have the effect of clearing the list?—Yes, I dare say you might if the money were no difficulty; of course, you could very much improve the list by offering retirements at an early age.

4724. With 1,000 lieutenants on the list, how long do you suppose it would require to clear them off annually by such means?—I do not know; that requires to be carefully gone into.

4725. Still it would not be an inordinate charge upon the country?—I do not know that it would, if we had once got the Navy into a good state to begin with; if we had got rid of the 410,000 *l.* a year, which is now hanging as a dead weight upon the Navy, and we were to begin again.

4726. Supposing you kept your lower lists as full as the necessities of the service require, which, at present, it appears they are not, would 50,000 *l.* be badly laid out in getting a certain number of the lieutenants off your list, giving them the rank of commander as a sort of siding out of the service?—No; if it was a well arranged plan, I think it would be a good thing.

4727. You think, upon the whole, that such a plan would be good for the service?—Yes.

4728. I suppose it would be a judicious application of money in order to keep the service in a wholesome state?—I think so; I think that an outlet at the top will never do it.

4729. I suppose that your Grace hears from officers in command of ships, that there is a great deficiency of midshipmen and sub-lieutenants for the purposes for which they are usually employed?—Yes, they would like to have more very often, but they are a little better off than they were.

4730. In two-decked ships, after providing for the charge of decks, the forecastle, and the watches, there is a difficulty in getting one or two mates disposable for boat service?—I dare say there is; all I know is, that they tell me they have not got enough.

4731. With regard to the Captains' and the Commanders' Lists, I believe they are in a tolerably satisfactory state at present?—The Commanders' List is in a tolerably satisfactory state; there are 67 commanders at present in the Coast-guard, which, of course, to some extent, relieves the list, and gives employment.

4732. Lord *Clarence Paget.*] How many are there employed in other duties?—I believe that about half the commanders are employed.

4733. Sir *James Elphinstone.*] With regard to the admirals, I think your Grace stated that you looked upon the whole of the lists of the admirals as

as one list, and that you selected officers from the rear-admirals and the vice-admirals?—Yes; I select for the purpose that I want them for.

4734. And that in the event of war, you would look to the commodores to do the duty of admirals?—I should look to them, and I should look to see what young admirals I had; and if I had the least difficulty, I should immediately take the commodores, and officers below them, and make them commodores, and employ them as was done in all our great wars.

4735. Would it not be in some degree unjust to compel an officer to do the duty of a flag officer without giving him the advantages of the flag?—I think that many would be too glad to do it.

4736. In former wars, the brilliant services performed by the commodores were generally on detached service with flying squadrons?—Yes.

4737. They were not specially appointed as commodores in lieu of admirals?—Not specially appointed, they were appointed to some distant stations.

4738. With regard to the lieutenants' leave, is it not practically a very great hardship that young men are almost entirely deprived of leave, and hardly ever see their friends at all?—They seldom see their friends, as lieutenants.

4739. Are they liable to be kept for seven or eight years as lieutenants, before they are promoted to the rank of commander?—Yes, but they are better off in this country than in the French service, where they complain still more.

4740. Still looking at the naval service, with reference to other services under the Crown, the lieutenants' rank being equivalent to that of a captain in the army; are they not more severely tasked than in any other branch of Her Majesty's Service?—They have severe work.

4741. Does the Admiralty at all contemplate a remedy for that state of things?—A remedy could be applied only as the list increased.

4742. But all this continued sea-service, which these officers give, does not count towards their retirement, does it?—Their sea-service counts for their retirement.

4743. But not the time served in the Coast Guard or Harbour Service?—The Coast Guard time does not count at the same rate, and the Harbour Service only counts in a limited degree.

4744. After serving continuously at sea, which is the case with the lieutenants, and being deprived of leave, which is admitted to be a hardship, is it fair, that when a lieutenant goes into the Coast Guard, he should be mulcted of a very large proportion of his time?—It is desirable, of course, to hold out inducements for sea-service, and to pay sea-service higher than other service; I think that is desirable.

4745. But having obtained a sufficient amount of sea-service from an officer who, it is admitted, is deprived of his leave and cut off entirely from his family and friends, is it fair when he does get into a position in which he has some relaxation, although but small, that he should be mulcted of one-third or two-thirds of his service?—The Admiralty, of course, would be glad to give them more retirement eventually, but all these questions really are questions of increase of pay, or, what amounts to the same thing, increase of retirement.

4746. Then, in fact, you are obliged, in order to keep things within bounds, to deprive an officer of the time which he actually serves in the Navy?—Yes, but it is a service which is not a valuable service as service at sea is; in the same way as to harbour ships, they do not count their time in harbour ships as they do for serving at sea, and I think that that is fair enough, the object being to induce them to serve at sea, and to show them that, as long as they go to sea, they will have increased pay and increased retirement.

4747. Are not lieutenants in harbour ships connected of necessity with the service?—Yes.

4748. The training of novices and boys is a most irksome and wearisome avocation, is it not?—It is irksome, but still it has its advantages compared with serving up the rivers of Africa, or up the rivers in China.

4749. Sir *John Hay.*] Your Grace has, I think, distinctly stated that you see no reason, even with a naval college, to desire that the age at which the entries of cadets take place should be increased?—I think that a young age is an advantage.

4750. If it were deemed desirable that gradually an increase of age should take place, should you in that case deem it necessary to decrease the length of service, so as to allow the examination for sub-lieutenants to take place at the same age as at present?—I would rather bring them in at the present age, and keep them a little longer at college. I think it would be, upon the whole, a better scheme than bringing them in later.

4751. At what age should you think it desirable, supposing that system adopted, that they should finally go to sea?—I think if they went to sea even a little later you might give them a much more scientific education. The great change that is taking place in the Navy now renders it desirable that we should have a larger proportion of scientific officers, and you might, by keeping them longer at the college, secure that.

4752. I gather from your Grace's answer that what you consider best, if it were possible at once to adopt it, is, that the entry should take place as at present between 13 and 14; that they should receive two years education at the college instead of one, and that at 16 they should go to sea with a certain amount of additional knowledge to be tested by examination, and that they should serve at sea until the age of 19, and then pass the present examination for sub-lieutenant?—Yes; I think that that would give you a better chance of educating them well, for I believe that education afterwards at sea cannot be sufficiently well carried on.

4753. Because their time is so much broken up by their duties that a fair amount of study cannot be expected from them?—Quite so.

4754. May the Committee infer that your Grace's opinion coincides with the question in the form in which I have just before put it to you?—Yes.

4755. Referring to the report of the Select Committee, of which your Grace was Chairman, in 1848, I find there these words: "It is also worthy of the consideration of the Admiralty, whether the proportion of mates, midshipmen, and cadets, in ships of the larger class, might not be somewhat reduced, and the proportion of warrant and petty officers in an equal degree augmented." I have gathered from an answer that your Grace has already given to the Committee that one of the principal objections to the increase of the number of warrant officers borne upon Her Majesty's ships, depends more upon the difficulty of providing cabins for them, and other advantages which their rank seems to call for, than the insufficiency of the manner in which

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they would perform the duty that would be imposed upon them?—Yes; I think, if you want to increase the number of your warrant officers, you must first considerably improve their condition in order to get rid of the difficulties that would exist in increasing the number of the warrant officers; at the present time, I do not think you could get them; if you did improve the condition of the warrant officers, you might, in the course of a few years, probably increase them, by obtaining men who were fit for the warrant.

4756. Is it the fact that petty officers do not look upon promotion to the warrant as a sufficient advantage to induce them to change their condition?—I believe there is something of that going on; I believe they have some fear of that sort; but that is really a question that I would rather refer to the naval members of the Board, for it does not exactly come before me.

4757. Supposing that the inducements were sufficient, and that there was no difficulty in obtaining petty officers to act as warrant officers, in consequence of what was offered to them, might it not be desirable, and would it not, in fact, be a remedy for the difficulty which has been suggested, that the principal warrant officers should have, as at present, cabins, and that the other warrant officers should do that which the sub-lieutenants and midshipmen now do, sleep in their hammocks without cabins, and mess with the other warrant officers?—Perhaps it might be so; but I cannot give an opinion upon these points; it requires somebody who has been a good deal at sea.

4758. I suppose that we may, for the future, in case of war arising, expect that the class of vessels in which war will be conducted will be considerably changed; that the class of iron-clad ships will be the only class in which there will be an opportunity for educating naval cadets and young officers, and that the smaller class of vessels and gun-boats will probably be officered by a more useful class of officers for the particular purpose in hand, and that, in consequence of this change in the class of ships, it may be possible to do with a smaller number of officers in the younger ranks than at present seem to be necessary?—I am not sure that we shall be able to do with a smaller number of officers; it is very difficult to say what the circumstances of the next naval war might be; but I should not like, as far as I am responsible, to leave the naval list without a very large supply of junior naval officers.

4759. Is it not the case that the complements of men employed in the ships, with reference to their tonnage rather than to their guns, is fewer in proportion to the number that have been hitherto employed in the larger class of vessels?—Yes, in some vessels; we shall probably not have any more three-deckers to fight our battles, and we shall not have those complements of men; but at the same time these large vessels, the iron-clad ships, with their very heavy guns, require very large complements of men. I think we have never yet sent an officer out in one of them but he has written to say that he has not got men enough; they always ask for more men.

4760. A reduction in the complements of the ships would also imply, to a certain extent, a reduction in the number of the officers?—Yes.

4761. It would also imply a reduction of the officers in the younger ranks, as those ships would still require the same number of flag officers and captains; but the complements of men being reduced, the number of the junior officers would be reduced in proportion?—Yes; but then it is so difficult to say what the circumstances of a war might be; all I can foresee is, that we should want an enormous number of vessels, of various kinds, all over the world; I am convinced of that, because we had a little experience of that a year or two ago, when, the Committee will remember, there was an apparent chance of a war with America. I then received numerous letters and applications from merchants who were trading with every part of the world, showing me what would be required of the Admiralty if we had a war, and showing the enormous number of vessels that would be required to defend all the great lines of traffic and commerce of this country.

4762. In the event of a war, although in consequence of treaties entered into with European powers, we could no longer avail ourselves of privateering, would it not add great strength to our naval power if the contract mail steamers and other vessels employed in the mercantile marine, and suitable for the purpose, were commissioned by the Admiralty, and officers of the Naval Reserve appointed to take the command of them, holding commissions as lieutenants in the Naval Reserve, in order to destroy in a war with a maritime power, the commerce of the enemy, and protecting, at the same time, the great lines of traffic?—In the first place, as to privateering: it looks very well to say we have done away with privateers, but it really comes to nothing, if belligerents take merchant ships and commission them; that has been done by the Southern States of America; they send a vessel out, and they say, she is not a privateer, but she is a merchant ship, which they have taken and strengthened, and sent out to prey upon the commerce of their enemy; we must expect that, which comes really, as far as our commerce is concerned, very much to the same thing as privateering.

4763. Still the one would be legal and the other would be illegal?—Yes; but what the Admiralty has to do with is to have a force sufficient to protect our commerce at sea; and the commerce at sea would require equally to be protected whether the vessel that attacks you is called a privateer or whether it is some vessel commissioned by the Government.

4764. Would it not, to a certain extent, relieve the necessity of having unemployed officers in peace, if it were known that in the event of a war breaking out, the Naval Reserve could be called into action, so as to supplement the peace establishment of the Navy?—Yes; of course it would be an additional advantage; I think that we should want everything; that we should want all that the Reserve could give us, and all that we could get from the Navy also; I think that we should require both.

4765. Your Grace, I think, stated that 246 captains had applied for employment, of whom 194 were employed?—Yes.

4766. Can your Grace state to the Committee generally, not with regard to special cases, whether the applications for sea-service from captains are generally made by officers who have served their time, or from officers who have not served their time?—I think undoubtedly that the applications are generally from officers who have not served their time; but I should say that whenever there has appeared to be a chance of a naval war, which would give opportunities for distinction, as there was a year or two ago, officers who have served their time have come forward, and have shown that they were most

most anxious to be employed again, whenever they thought that there was an opportunity of gaining distinction. I think that commonly officers who have served their time are somewhat careless about serving any more.

4767. May it not have been from a sense of duty, as well as from praiseworthy ambition, that those officers applied for employment?—I think so. I think that both a feeling of patriotism and honourable ambition made them, the moment there was an opportunity, as they thought, of distinguishing themselves, come forward. I received every sort of application from distinguished officers, who were ready to serve in any way, under their juniors, or anything else.

4768. Does your Grace consider that the inducements which are held out to officers who have served their time, to take command of ships, are sufficient to render officers who have served their time, and are capable of further service, very anxious to give their services to the country?—I do not think that the remuneration is such as makes them very anxious about it. An officer, who has served his time as a captain, has generally seen a great deal of sea-service, and it is natural that he should not wish to go to sea again, unless there were some particular inducements to make it attractive to him.

4769. With reference to the question of promotion, some very excellent evidence has been given before this Committee by Captain Hore, as to the system adopted in promoting officers in the French Navy; and it appears that promotions in the French Navy are made in consequence of the recommendations of the Conseil d'Avancement, which is under the Minister of Marine, and which recommends to him, according to certain general rules which are established, officers who are the best fitted for promotion. Do you think that such a system would be more satisfactory to the Navy, and would possibly relieve the hands of the First Lord of the Admiralty from the responsibilities which are attached to that office?—I think that if you cannot trust the First Lord of the Admiralty to make promotions honestly you had better remove him, otherwise I think it is much better to have him who is responsible to Parliament and the country to do it, than to introduce a scheme for bringing in officers who would not be responsible, or who would give advice and counsel, which advice and counsel he can always get at the present time from the officers of his own Board, and which also he can get from commanding officers on stations. I should have wished, upon that subject, if the Committee were anxious to know how the promotions are made, that they should have asked Sir James Hope, for instance, who was for three years in China, who was not appointed by me, but who had under him a great many officers who distinguished themselves in various ways in that war; I should have liked the Committee to have asked him whether, in his opinion, his recommendations were fairly attended to, and whether the officers who were under him met with a fair share of promotion and encouragement. That would have shown the practical working of the present system from the best authority upon the subject.

4770. Were the promotions to which your Grace now alludes, Board promotions or promotions by the First Lord?—They were promotions made by me almost entirely; sometimes, when I thought it desirable, I stated to the Board that I thought a certain promotion had better be a Board promotion.

4771. Does not the argument contained in your Grace's reply, rather imply that it would be desirable that the First Lord of the Admiralty should be in the position of a Minister of Marine, without being at all hampered by the objections which appear to have occurred both to yourself and to other First Lords of the Admiralty, who have been at variance with their Boards?—I do not admit that I have ever been in the least hampered by any Board; on the contrary, I have received every sort of support from the officers I have had at my Board, in everything. If the honourable Member alludes to the statement that was made to me when I first came to the Board, that they did not like the scheme which had been presented to me by my predecessor, that is quite true; but I do not think that the Board meant to hamper me. I think they stated very fairly their opinions upon the subject, and gave me full opportunity to look into it. I cannot conceive that a First Lord could go on without naval advisers, in some shape or other, around him; I should like even to have more; I should like to have, not only the men that I have there, but officers in other grades of the service, to give me their opinions; I think it is desirable. I do not think that I have one naval officer too many round me at the Board.

4772. You would rather have them as integral parts of the Board than to give counsel and advice, leaving the entire responsibility in your hands?—I consider that the entire responsibility is in my hands; I consider that if anything is done wrong, unless it is some very small technical thing, that might be done by some officer, I am directly responsible for it. I consider that in a great measure I am responsible for everything, and I do not think that if you were to call it a Council instead of a Board it would make the least difference.

4773. Would it not be more easy to rid yourself of a councillor than to break up the Board with the consent of the First Minister of the Crown?—It might be, if one was afraid that one's Board would differ from one, or was going to thwart one; but, in public affairs, I rather like to have somebody who states objections to a plan. I have not the least objection to somebody, when anything is brought forward, who will fairly state his objections. I think it leads to a better discussion of the matter than to have merely a council who would at once acquiesce and say that whatever I proposed was necessarily right, and not discuss the matter fairly with me.

4774. Sir *John Pakington.*] Would it be the necessary result that a council should think that whatever you did was necessarily right?—It was suggested to me that I should have a council, and that I should remove any one who differed from me. I think that advice and counsel should be given, with just that independence which one wishes to have from officers who must have an acquaintance with the details of the administration which I could not have.

4775. Sir *John Hay.*] Your Grace has stated that in case of war you would desire to supplement the present officers on the Flag List by the employment of commodores?—If necessary, I certainly should. I think it would be very desirable, for this reason: if a war broke out you must look to the future; and it is a great object either to train up very young flag officers, to take the command of fleets, or it is advisable to bring in commodores who will be learning their business,

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and who will in a year or two be able to replace the admirals in command.

4776. Would you not consider it a more satisfactory condition of the Navy, if each grade of admirals, vice-admirals, and rear-admirals contained within it, on the Active List, officers who were capable, to some extent, of performing the duties which are supposed to be annexed to those ranks?—Yes; but what I am most afraid of is, that any scheme that might be proposed would end in this: it would bring officers to the Flag List at about the age of 58, and keep them there until they were 65. Now, I think that to have a mass of officers of that age on the list would be a misfortune. I think that it is better to have them as now; some of an age when they cannot expect to be actively employed; others a few years younger, and yet to have such a limited list that I might fairly call in the aid of commodores.

4777. If your Grace was satisfied, by tables calculated by an actuary, quite independently of any naval influence, that a reduction of the list of admirals to 75, and a system of compulsory age retirement, would afford more rapid promotion than the present system, would you not consider it desirable to adopt that plan?—I think it would be an element very much in favour of the plan; but I should like to consider it in all its details fully before I pledged myself one way or the other to it.

4778. It has been stated by various officers before the Committee, and it has been suggested in various other ways, that there is some desire in the Navy, especially in the rank of captain and lieutenant, to change the titles, so as to assimilate them more to those of military officers, with whom they are brought into contact when acting together. Has your Grace had that point under your consideration?—I have heard it suggested once or twice, but I think it would be very undesirable; I think, to have several captains in a ship would be very objectionable; I think that the present system is much better; I do not see the advantage of changing names, I think that the world is accustomed to the present names, and that we had better keep to them.

Veneris 19° *die Junii*, 1863.

MEMBERS PRESENT.

Mr. Ayrton.	Mr. Maguire.
Sir Francis Baring.	Sir William Miles.
Mr. C. Berkeley.	Lord Clarence Paget.
Mr. Dodson.	Sir John Pakington.
Sir James Elphinstone.	Mr. Scourfield.
Mr. Finlay.	Sir Harry Verney.
Sir John Hay.	Mr. Walpole.

THE RIGHT HONOURABLE SPENCER H. WALPOLE, IN THE CHAIR.

His Grace the DUKE of SOMERSET, further Examined.

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4779. Sir *John Hay.*] WITH regard to the number of lieutenants to be continued upon the Active List, so as to avoid the difficulty which might arise, in case of war, of having too few lieutenants upon the list for the immediate necessities of the service, your Grace is aware, I suppose, that there are between 560 and 600 lieutenants now actively employed out of 801 lieutenants who are upon the list?—Somewhere about that number, I think.

4780. Your Grace alluded to a statement made by Lord Auckland, that there were 2,300 lieutenants on the Active List, and yet that he had not got officers for the service at that time?—I think that to reason from the state of the Navy List in 1848, when Lord Auckland gave that evidence, would mislead the Committee; because in 1848, the Navy List was still suffering largely, from the increase made at the conclusion of the war, from that immense number of lieutenants who had been added to the list then, and who were put on when they were inefficient from past service; that made the list inefficient. Lord Auckland stated in 1848, if you will refer to the evidence, that there were 2,300 officers on the list, but that there were then 530 lieutenants only under 35 years of age; that was the state of the Navy List at that time.

4781. But as it might happen, supposing a state of peace continued for some time, that those officers who are still retained on the Lieutenants' List, in excess of the number who are likely to be employed while peace continues, would attain a considerable age, and preserve very little of the experience of sea life and sea duties, would it not be more desirable to trust to an extension of the list by immediate promotion from the List of Sub-lieutenants, and by the employment of the officers in the Naval Reserve, rather than to trust to lieutenants who must, in the nature of things, prove inefficient for the purpose?—My opinion is that it would be unsafe not to have more efficient lieutenants than we have at present, because I think, in the event of a war, you would not be in a safe state without having more lieutenants. I do not mean to say that if you had a larger number of sub-lieutenants, it would not considerably assist you; of course it would. If you had 500 or 600 sub-lieutenants, you would have amongst those some who would be quite fitted to be promoted to be lieutenants; but if you had that number of sub-lieutenants, the constant promotion that they would require to keep them going on would, I think, equally necessitate a large number of lieutenants.

4782. Sir *John Pakington.*] What number of sub-lieutenants does your Grace contemplate as desirable?—For the complements of the vessels now afloat, I stated the other day that we required 200 sub-lieutenants; now, I think that there should be from 300 to 400.

4783. Sir *John Hay.*] Might not the List of Lieutenants, in a time of peace, be relieved of the excess of the numbers, with advantage to them, with advantage to the commanders, with advantage to the captains, and with advantage to the country generally, by employing in the larger ships, which now have only first-lieutenants, commanders, and by employing captains in what are now called commanders' commands; so as to give those classes of officers more opportunity for gaining sea experience, and at the same time diminishing the necessity for maintaining so large a number of lieutenants, who could not possibly hope to obtain sea service during peace, or to receive promotion into the higher ranks?—I think to answer that question one must look practically at it; it does not do to speak generally of putting commanders into ships which have now got lieutenants. At the present time, I think that almost all vessels of 430 tons bear commanders. I was informed, by the Naval Lords at the Admiralty, that the smaller vessels would not have accommodation for commanders; and it would be embarrassing to the service if we attempted to put commanders into small vessels.

4784. Would it not appear to you that the lieutenants would rather be employed in the duty which they perform as lieutenants commanding, with the same amount of accommodation they now have, with the rank of commander, than be employed as lieutenants commanding; and thus by their promotion relieve the List of Lieu-

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tenants without increasing the number of lieutenants?—Yes; but one must look to see exactly what the complements of those vessels are which carry commanders. If we take some of the gun-vessels of 80-horse-power, such as the "Sparrow;" she is 430 tons, and she has a commander, a lieutenant, a second master, an assistant-surgeon, and an assistant paymaster in charge. Now, that vessel is of about the smallest size into which we can put a commander.

4785. In which you do put one?—Yes. I might take some in lieu of gunboats, in which we have lieutenants; they would, I believe, be found very inconvenient for the purpose of commanders' commands (that is, at least, what I am told by naval officers); but really, it is a question so very technical that I can only give my opinion as collected from them; it is better to ask men who have been at sea practically, as mine is only secondhand upon the subject.

4786. Would it not appear natural, without increasing the number of lieutenants in commanders' commands, that a lieutenant now commanding would rather have the accommodation and the assistance which he now has as a lieutenant in the enjoyment of the rank and privileges of a commander, rather than continue in his present position without the promotion?—Yes, I think he might; I do not know that it would be good for the general discipline of the service to put a man in a higher position, still keeping him to the same duty as he performed in the lower one.

4787. There being some difficulty in employing officers, would it not appear to your Grace to be a lesser evil, that officers should be employed with some little want of that assistance which might be due to them in their special rank, rather than that they should go without employment, and so become a burthen and be useless to the country?—I think, if you apply it to the Captains' List, there may be considerable justice in the observation; I think, with regard to captains, that we have on some occasions made commands captains' commands, that were formerly commanders' commands. I think, as to the Captains' List, that we might go further in that direction; and I do not think that the same thing applies to the commanders. I do not think that you could put the commanders into smaller vessels than they have now; but if the Committee are anxious to go further into that subject, it would be better to ask the naval members of the Board, who have considered it more than I have.

4788. Has your Grace considered the question of the necessity or otherwise of retaining the masters as officers in the Navy, or of supplying their place by obliging the lieutenants to perform the duties of the masters?—Yes; that question was above two years ago (and, indeed, it has frequently been) brought to the attention of the Board of Admiralty. At the commencement of the year 1862, we appointed a select committee of experienced officers to inquire, first, whether the whole class of masters should be abolished; if so, how the change should be effected, and how their duties should be performed; and if that were not to be so, to consider and report upon the position of the masters, and as to what was the best course to adopt. That committee, after a long examination of the question, recommended that the class of masters should be retained, and they suggested some measures for the improvement of their position.

4789. Sir *John Pakington.*] Has your Grace any objection to state of whom that committee was composed?—I cannot give all their names, but they were all distinguished officers. The committee was appointed with the view to hearing fully both sides. I desired to have the subject fully discussed, and I put upon it Admiral Washington, who was rather inclined to do away with the masters, and I put upon it other officers on the other side of the question. They took evidence from the masters themselves, and from a great number of naval officers, and since then I have made further inquiries among naval officers; and I must say that the opinion of the best authorities has certainly been in favour of retaining the masters. I say that, because my own feeling was, when I appointed the committee, rather that we should aim at doing away with the masters; but I must say that the result of the inquiry which they made (they being officers who, I consider, entertained very sound opinions on naval matters) has been that we had better retain them.

4790. Has your Grace read the evidence with regard to the paymasters and their retirements; and if so, will you be good enough to state your views as to that class to the Committee?—I think the condition of the paymasters has been improved somewhat by the Order in Council of the 23d February 1860. Before that there was an Order in Council, in April 1852, which governed the position of the paymasters; a paymaster was then entitled to 10 *s.* 6 *d.* a day half-pay, after a service of 12 years; but he was allowed time under the Order in Council of 1860, which was not recognised under the former order: for instance, by the Order in Council of 1852, he got 10 *s.* 6 *d.* a day half-pay after his service of 12 years, but there was no further increase. By the Order in Council of 1860, a paymaster having more than 15 years' service, and less than 20 years' service, received 12 *s.* a day half-pay, and a paymaster having 20 years' service and upwards received 14 *s.* a day half-pay. By the Order in Council of 1852, all paymasters, except those who were then serving afloat, were to be retired at 65 years of age; and all the paymasters of 60 years of age, who had not served as paymasters for 10 years, were retired under the Order in Council of 1852; the effect, therefore, of the Order in Council of 1860 has been somewhat to improve the position of the paymasters.

4791. One of the paymasters in the service, an officer of good reputation, has been examined before this Committee; and he stated that the great difficulties under which his class laboured were, "the want of retirement in the senior classes in the upper portion of the list;" "the promotion is very slow, in consequence of there being no actual scale of retirement;" and "there is no rule as to the compulsory retirement of paymasters." Those were the three principal objections which the paymasters had to make, through him, to the present arrangements?—By the Order in Council of 1852, all the paymasters were retired at the age of 65. There were two modes of retiring the paymasters by that Order in Council: first of all, paymasters, except those who were then actually serving, were retired at 65 years of age, and all of 60 years of age were retired who had not served as paymasters for 10 years; there were two modes of retiring them in 1852.

4792. I think your Grace will find that that retirement of 1852 was merely a retirement applicable to those officers who happened at that time

time to be 65 years of age; it was not a continuous retirement from that time, so that the officers who are now 65 or upwards, on the list, are not retired in consequence of that arrangement?—I was not aware of that; I do not think that there are many paymasters of that age.

4793. It has been stated that there was no regular system of retirement, but merely a retirement on a given occasion, the rule not being continuous?—I will look into that.

4794. With regard to having a general mess in ships of war, or a system being adopted under which all the superior officers should mess together, has that matter been brought to your Grace's consideration?—Yes; but does the honourable Member mean that the captain should mess also with the other officers?

4795. Yes?—Then I think that the general opinion of the members of the Board was against it; they did not approve of the captain messing with the other officers generally; but that, again, is so completely a question of discipline and the details of a ship, that I would rather the question was asked of the naval members of the Board.

4796. Will your Grace be good enough to state to the Committee what course you would adopt in order to reduce the Captains' List from its present number to 300, which you stated on a former day might be sufficient?—I think, if it were determined to make a further retirement in the Navy, with the view to putting the list in a still more efficient state than it is at present (having already stated that it is in a very improved state), if it were thought desirable to go further, and some expense were to be incurred for that purpose, my opinion is, that the best mode of applying that expense would be to reduce the Captains' List; and to reduce that list by retiring old officers under some scheme that would induce them to retire, and not then filling up the list, but leaving it at that reduced number of 300 instead of 350, so that the promotion would not be checked in the meantime.

4797. I will read to your Grace a passage from a speech made by the late Lord Herbert on the 12th June 1851, with reference to a reduction of the Captains' List, and ask your Grace whether the opinions so expressed are those which are entertained by your Grace after your experience in office as First Lord of the Admiralty: "The smaller the number to which the Navy List could be reduced, provided it presented a sufficient choice of officers, the better could the service be conducted. Of course every man would have more experience, and the cumbersome arrangement for retirements would be got rid of. He would wish to see the Captains' List of 350 less than that number, for that was much more than he thought was necessary. He would, therefore, propose for the Captains' Active List 250, for commanders 300, and for lieutenants 1,000; and that he thought would be sufficient for all the requirements of the service"?—I should say that that was the very time when they were making a great reduction in the List of Captains in the year 1851; it was then proposed to bring down the number to 350, and that showed that Mr. Sidney Herbert thought that we might safely have gone further than that. I cannot say that I agree that we should have gone quite so far as he thought we might go, especially in the Commanders' List; I think that subsequent experience has taught us that we might go too far, as it did show us when, acting under the same advice, we introduced a fewer number of cadets: for when the Russian war broke out, the serious consequences of that were felt by the country; if that war had taken a different turn, and if the naval power of Russia had been at all capable of coping with us, we should have been in serious difficulties for want of lieutenants; I believe that will be universally admitted.

4798. Sir *John Pakington.*] From the experience to which your Grace has just referred, have you not arrived at the conclusion that it would be imprudent to limit the entry of cadets by any permanently fixed number?—I think so. I think the best way is for the Admiralty to watch it year by year; and I think that the regulation which is now made as to stating the number in the annual Estimates, gives those who are interested in naval affairs an opportunity of watching the number and checking it, and that it would be unwise to fix any exact limit.

4799. Sir *John Hay.*] I am desirous of obtaining your Grace's opinion as to the List of Flag Officers; and I will call your attention to a passage in a speech delivered by a predecessor of your own, the Right Honourable Baronet the Member for Portsmouth, in which he says: "He had felt that when he came to deal with the commanders and lieutenants on the Active Half-pay List, it would not be proper to have on the Active Half-pay List of Admirals officers who had not been employed, or those who were from other causes unfit for employment." Does your Grace think that that suggestion of Sir Francis Baring is of any weight as to the desirability of a Retired List, and compulsory age retirement for officers?—I see great difficulty in establishing a Retired List for admirals, and for this reason: if you do not call them retired until they are 70 years of age, you really call a great number active officers who are inactive, and unfit for any commands. There may be five or six upon the list who are very fit men, even at that advanced age, but it would not be an efficient list; and if, again, you fix an age that would enable you to have them really efficient, it must be by relieving them at a period of life when you will throw a heavy charge upon the public for all these retirements; it is a choice of these difficulties.

4800. Your Grace has already stated that you look forward, in the event of war, to the captains on the Active List who were considered fit being employed as commodores: would it not be more economical to do away almost entirely, as the Americans have done, with the List of Flag Officers, and to trust to the nominations of captains for such employments?—With regard to the Americans, it may be observed that now, when they have come to actual operations at sea, they have just restored the rank of admiral.

4801. But in very limited numbers?—Yes; that, I think, seems to show that they think a few admirals are necessary for the service. I have already stated that I look upon the Admirals' List, not as an Active List, but as combining both an Active and a Retired List. I think, myself, that that is the safest way in which to retain it.

4802. Then the present arrangement appears to be this, that the Flag List is more for the benefit of the flag officers, whereas the other lists are for the benefit of the country?—No; I think that

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that the Flag List is a reward to which officers should look forward as a place of honour and distinction, and that while there are enough upon that list for the requirements of the country, we need not go further in altering and subdividing the list into Active or Inactive. If I were to point, for instance, to past years, I have a list before me of the admirals employed in the years 1833, 1843, 1853, and 1863; and I find that, comparing them, the position of our Admirals' List now is better than it was formerly. In 1833, we had six admirals employed; I am not speaking now of the admirals on the home stations, but of the admirals on foreign stations. We had in the Mediterranean, Vice Admiral Sir Henry Hotham, at the age of 56; we had Sir George Cockburn in the West Indies, at the age of 60; Sir Thomas Baker in South America, at the age of 60; Sir John Gore in the East Indies, at 63; Sir Frederick Warren on the West Coast of Africa, at the age of 58; and at Lisbon, Sir William Parker, at the age of 51. In 1843, the average age was again higher: I find that in the Mediterranean the admiral was 73; in the West Indies, 62; in the Pacific, 65. In 1853, they were again rather older. In 1863, it stood thus: Sir William Martin, in the Mediterranean, was just 61; Sir Alexander Milne, I think, was 56; Admiral Warren, 53; Admiral Kuper, 53; Sir Baldwin Walker, 61; and then there is Admiral Kingcome in the Pacific, who is 68. I think that there are a sufficient number of young admirals if you want them. There are some appointed, of course, who are much older; but the fact is, that it is not always the youngest admirals who are the most anxious to be at sea; many of them would rather have home appointments, on account of their families. I do not find that they are the most eager to go to sea.

4803. Is not that also, sometimes, in consequence of the expense; the Committee has been so informed?—It may be partly in consequence of the expense; on some of the stations, undoubtedly, the expense is very serious to the admirals.

4804. Supposing that that table, which your Grace has referred to, were to show your Grace that the present system of retirement would cause the captains to serve 30 years before they receive their flags, and that the other system of not reducing the Flag List to 60, but to 75, would continue the promotion of the present captains, and give an average promotion after 20 years on the Captains' List: would such a calculation, if proved, satisfy your Grace that such a change in the system is desirable?—Yes; but I should like to ascertain first, how we are to get at that improved system. Are we to get at it by a large expense in retirement at once, or are we to get at it by a system of promotion of one in three; or, as we have formerly, reduced the lists? If we are to get at it in that way, I think that it would be most objectionable. If, on the other hand, we are to get at an improved list by a very large outlay, no doubt, when we have made it, there will be some advantage in it; that is the first remark that I should wish to make as to that list. Of course if, when you have arrived at a result, the promotion would be more steady, regular, and fair for officers, it would be desirable to adopt such a system, if the expense does not render it impossible to adopt it.

4805. If, in combination with any such scheme, it was proved that although the immediate outlay might cause a considerable increase for a year or two in the naval expenditure, but that eventually a very large reduction in the Retired Lists, and consequently in the deadweight, would take place, would it not be desirable to recommend some such system in order to gain such a benefit, which would secure not only an eventual reduction in the expense, but greater efficiency in the Active Lists of the Navy?—I must still begin by saying that I do not see how you can get at it. If you get at it gradually, that means, as I understand, slow promotion in proportion to the reduction of the list—a system of one in three; but all these systems really embarrass us very much. For the future, I should think it necessary that any scheme that were to be adopted should be some complete system of retirement at once of a certain number of officers, if that could be effected; and then the lists would be more efficient, and also there would be more economy; nobody can doubt that there would be an advantage, provided always that you did not reduce the lists too low for the service.

4806. My question had reference partly to the scheme which has been referred to this Committee, and which has been associated with my name; which plan would have the effect of immediately increasing the deadweight, with a view to its future reduction, and to a reduction of the Active List to the number which would be sufficient for the exigencies of the service, considerably lower than that at which it now stands?—Yes; that plan, I should say, adopts the system of a Reserved List now, as far as I can see. I mean the Coastguard, and so on, officers to be taken out of the Active List.

4807. In the inferior ranks?—Yes; I do not see any estimate of the future cost of that Reserved List; those officers must be paid at the same rate as they are at present. That part of the scheme does not appear to have been estimated; it would be a very considerable addition to the expense of the scheme. My great objection to that scheme was, that it was really a scheme founded upon peace; and, as I said before, it would be excellent if we were always to be in a state of peace, and if we never wanted the services of our Navy; but the moment we came to a war, I believe that scheme would entirely fail.

4808. Mr. *C. Berkeley.*] It has been explained to the Committee that under the Order in Council of 1860, those commanders and lieutenants who are compelled to retire at the age of 60, do so with a step in rank and with other advantages. Is it your Grace's opinion that any similar boon could be granted to the admirals, if they were compelled to retire at a certain age?—No; that is the difficulty, dealing with the admirals. If you are to deal, as it is said, upon a principle of justice to all officers, and you retire the captains with an increase of pay and rank, the principle of equal justice would require that you should do something similar for the admirals, and there is great difficulty in doing it; and yet, unless you do it, that principle of equal justice would not appear to me to be carried out.

4809. It has been also stated, that when there is a vacancy upon the Reserved List of Admirals, there is occasionally some delay; and it has been suggested that there is some difficulty in getting an admiral on the Active List to accept that pension?—That refers, I imagine, to the 10 admirals; there are 10 admirals on the list. I cannot say that I have had a difficulty in finding an officer

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for that retirement. There would generally be some officer, I should think, in a position to whom the little additional advantage given by that retirement would be an inducement to accept it. I have not found any difficulty.

4810. That being the case, in the event of there being any stoppage in the flow of promotion, might not that Pension List be extended, so as to give a direct flow of promotion throughout the Service?—Yes; it would be, in fact, adding what might be called another scheme for the retirement of admirals, or a small additional inducement of that kind. Whenever there comes, if there should come, another clog in the Service to any great extent, recourse must be had to some measures of that kind; it would not be right, and I do not intend to conceal from the Committee, that under any circumstances it may not be necessary at some future time, to adopt some additional scheme of that kind; but at present the List of Admirals has been improving, and is still improving, by the accession of young officers to that list.

4811. Has your Grace's attention been called to a Return which has been laid before this Committee, showing the number of captains, commanders, and lieutenants on the Active List, in each year from 1853 to 1862, and also the promotions and deaths? It would appear by that Return that the captains promoted to the Active Flag List during the last 10 years have been 86, and the commanders promoted to be captains during the same period, 245, and the lieutenants promoted to be commanders, 519. Does your Grace consider that that is a satisfactory rate of promotion, taking into consideration at the same time that each list has been reduced in number?—I think, considering that the lists have been during a great part of the time in course of reduction, the result is satisfactory; I consider that, now the lists have come to their proper numbers, the promotion must necessarily be rather more regular and steady.

4812. Has the rate of promotion since the reduction of these lists had a fair trial as yet?—I think that it has hardly yet had a fair trial; in the first place, the regulation which was applied to the captains was not to touch a certain number on the top of the list; that has not yet come into full operation, and it will not come into full operation for a short time to come. When it comes into operation, the promotion will probably be still more regular.

4813. In the Report of the Committee of 1848, over which your Grace presided, there is a paragraph repeating the Report of the Royal Commissioners of 1840, which I will read to you: "We are here led to the consideration of an anomaly peculiar to the Naval Service, that by mere seniority on the list, without the slightest reference to service performed, an officer acquires a right to an increase of his half-pay. In the Army, the Ordnance, and the Marines, no regulation exists which would give any half-pay officer increase of his half-pay, without any advance of rank, or which would allow standing upon half-pay and seniority to count as equivalent to service." Do you consider that this anomaly still exists in the same degree?—Yes; it must, to a certain extent, always happen, in a service like the Navy, that where officers are put on half-pay, and may be left there, and not be called back into active service, they are in fact, although on half-pay, very often practically retired.

4814. Comparisons have also been made with the Civil Service: is it not the case that no civil servant can retire unless he is unfit for further duty?—In the Civil Service, officers retire upon medical certificates under a certain age (I think under 60); they must always have medical certificates if they are allowed to retire.

4815. They never voluntarily retire unless they are quite unfit on account of ill-health?—No.

4816. A question was put to the Rev. Mr. Harvey, when he was under examination, with regard to the scheme before the Committee, to this effect: "With regard to the prospective expense of adopting a uniform and consistent system throughout the service, are you aware that the expense of that system was accurately calculated by an actuary? It was." Is it your Grace's opinion that the result of these calculations are stated correctly?—As far as I have looked at the Paper on Promotion and Retirement, it appears to me that there are several errors; but I have not gone into it all with care enough to say whether those errors are such that the results would be affected. For instance, I would point out, at page 12, with respect to half-pay there is a calculation of what will be the additional cost of promoting admirals to be admirals of the fleet, vice-admirals to be admirals, rear-admirals to be vice-admirals, and captains to be rear-admirals; but that calculation appears to me to be a mistaken one. Eight vice-admirals are to be appointed to be admirals, and it is stated that the cost of that will be 1,387 *l.* Then if I look at page 9 of the same paper, I find that an admiral is to have under the new scheme, not what he now has, 766 *l.* a year, but he is to have 803 *l.* a year. The figures, consequently, which stand there now, putting eight vice-admirals to be appointed admirals at a cost of 1,387 *l.*, should properly stand at 1,680 *l.* In the same way, taking the next figures, five rear-admirals to be made vice-admirals, should, as it appears to me, instead of 604 *l.*, stand at 1,005 *l.*, or somewhere thereabout, and the five captains to be made rear-admirals, instead of 956 *l.*, should stand at 1,186 *l.* Therefore, in that small part of the scheme, instead of 9,100 *l.*, it should be somewhere above 10,000 *l.*: the same thing would apply lower down the same page to the retired pay of admirals. These are small questions, but they rather shake one's confidence in the accuracy of the calculations. Lower down in the same page, there are six vice-admirals to be retired with the rank of admiral, and there the figures are 1,040 *l.*; the figures should be, according to the scale of pay proposed, 1,259 *l.*; the whole of these promotions, instead of being put down at 2,680 *l.*, should be 3,449 *l.*

4817. At page 9, it appears that the present miscalculation has arisen from the fact that the calculation has been made from the rear-admiral's pay at 1 *l.* 5 *s.* a day to 1 *l.* 12 *s.* 6 *d.*, which a vice-admiral now receives, instead of 1 *l.* 16 *s.*, which is placed in the column of the proposed scheme?—If it is intended to give them improved pay there, it is a mistake; if it is not intended to give them improved pay, and the present officers are to have improved pay, I think the admirals so retired would have just cause of complaint.

4818. At the bottom of that page, under the head

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head of retired pay, the present scale of pay is given in one column, and in the other the proposed scale of pay: the pay being, for the admirals, 2 *l.* 4 *s.*; vice admirals, 1 *l.* 16 *s.*; and rear admirals, 1 *l.* 7 *s.* 6 *d.*, that apparently being an increased rate of pay?—It seems from that, that the retired pay is to be improved, certainly; but there may be some explanation of it. I did not go very much into those figures; I objected to the scheme with regard to the efficiency of the Navy so strongly, that I did not go very carefully into the details of the calculations; and I confess that, since I have looked more into it, I am led to doubt whether we can place much confidence in it.

4819. You are aware, I believe, that in 1859, 1860, and 1861, certain circulars and pamphlets were circulated by a gentleman unconnected in any manner with the Naval Service; did that meet with the approval of the Board of Admiralty?—I saw some of the circulars which were sent to the officers in the fleet, as well as to those on half-pay, I believe; and I considered the sending of those circulars a very objectionable proceeding. I would suggest to the Committee that if such a course were to be adopted with the common soldiers of the army, and they were to have a committee formed in London, sending round to all the regiments asking the common soldiers whether they would make a small contribution of pay to keep up the agitation in the Press, and in the House of Commons, for an improvement of their position, it would be a very dangerous system; and I cannot separate the proceeding referred to from something of that kind. It was therefore, I admit, most objectionable; but I would say at once, that I think the officers who entered into it did not see fully the gravity of the case, or I believe that they would not have done it; indeed, I have heard some officers since say that it did not strike them at the time that the proceeding was liable to such objections on that score.

4820. Mr. *Ayrton.*] It appears from a paper that your Grace has laid before the Committee, that the position of the officers on the Admirals' List has been gradually improving ever since the Peace of 1816?—Yes; the position of all officers has been gradually improving, I may say greatly improving, not only in their promotion but in their pay, and in their position when retired. If the Committee will look to the whole question of the half-pay and the retired pay, they will see how largely the officers have, upon the whole, benefited. In saying this, I do not mean to say that further improvements may not be introduced, but I would say that a very great improvement had been made. I was going to say upon that subject, the other day, in regard, for instance, to the half-pay of the Navy; the half-pay of the Navy is often, as I have already said, a retirement. So many officers are put upon half-pay that it is desirable to know what their circumstances are when so placed on half-pay; and I find that, upon an average, officers receive a much higher rate of half-pay than they did. That is chiefly because not only the half-pay has been improved in some cases, but because the proportion of officers in the higher ranks is much larger in proportion to the whole number on the Navy List. It is impossible to compare the half-pay of one year with that of another, because it depends upon the number of officers in commission; but if I suppose all the naval officers now serving to be placed on half-pay, the question is, what would be their position now, and what would have been their position in former years. In the year 1836, there were 7,258 officers serving, who might have been placed on half-pay, and their pay would have amounted to 911,000 *l.* and odd. In the present year, 1863, there are only 5,774 officers, and their pay would amount to 993,000 *l.*; showing, that while the number of the officers is reduced by 1484, the amount of the half-pay shared amongst them is larger by 81,000 *l.* That shows, as far as the half-pay goes, that the position of officers in the Navy is much better than it was when they entered the Navy; that the reduction of the lists, and the promotions which have taken place in consequence, have been a benefit throughout the service.

4821. The Order in Council of 1860 was intended as a benefit for the officers of the Navy, was it not?—Yes; it was primarily intended to render the service efficient hereafter, but it was earnestly desired to do as little injury as possible to any officer, and generally to benefit them.

4822. The order seems to have induced an agitation on behalf of the officers to obtain something more rather than to be satisfied with what had been done?—I think that an agitation began before that a little, because the lieutenants had to a certain extent, desired an improvement before that by an appeal to the Admiralty. I think that the Order in Council of 1860 led to further agitation amongst them; I think that when they saw that scheme, and perceived that what was necessary to the efficiency of the Navy had been probably accomplished, that perhaps led them to see if they could not get some better terms for themselves.

4823. It has been stated that a feeling of discontent arose on account of their disappointment, and in consequence of a scheme which appeared more favourable to the officers having been made public; has your Grace any reason to acquiesce in that view, or to dissent from it?—I think they had a notion that there was a scheme that might have done more for them; I do not know whether they had seen the scheme, or whether they had carefully gone into it.

4824. As a matter of fact, it was printed on the 26th April 1860?—I did not recollect the date of its publication.

4825. The Order in Council is dated in August?—Yes; then I presume they had seen it. I did not know that it had been published so early as that; they may have considered the previous scheme would have given them more promotion; but my own belief is that, as it would have caused a reduction in the number on the Flag List, it would have given them less.

4826. Has your Grace received any communications from officers in the Navy on the subject, or did you first hear of the discontent which prevailed from the circulars that were flying about the fleet, and through the Navy?—I do not think that I heard, in 1860, of any general discontent; I think not; but my attention was called to this, that there was an agitation going on, with the object of obtaining an increase to their pay, and to improve their position, both with regard to the Active and the Retired Lists; but I did not inquire further into that; I did not, at the time, think it necessary.

4827. The addresses that were being circulated to the officers of the fleet were not communicated to your Grace?—No; they were not till some

some months ago, when my attention was called to them. They were brought to me.

4828. An extensive agitation was going on, by circulars, that were couched in very strong language, without your Grace having any official knowledge of it?—Yes, it was going on, and they were sent to all the ships, I am afraid, upon all the stations.

4829. Does your Grace think that that proceeding contributed, in some degree, to the agitation; and, perhaps, in a greater degree than a careful investigation, on the part of the officers, of their own position in the Navy, and their future expectations under an improved state of things, would have occasioned?—I think so. I think that under the pretext of inquiring into any grievances they had, there was, in fact, an agitation, stimulating them to complain.

4830. I presume that there was no counter agitation, or no step taken to make them alive to the great improvement that had taken place, and that many of the officers were not in a position to form a very sound judgment upon the matter?—I do not think that they had considered the question on a wide basis. I think that the officers had just looked to their own position, taking also rather a narrow view of that, and without looking to what their position was when they came into the Navy. Many of the officers who now complain came into the Navy at a time when the mates were eight and nine years before they could be promoted to the rank of lieutenant; they came into the Navy with no justifiable ground for expecting that matters would be much better than they were then; they took their position in the Navy as the Navy then was, and they have gained all the advantages of all the retirements and improvements which have been made every year since that time. I do not think that they sufficiently considered all that.

4831. When a scheme of retirement is adopted, and an officer takes the benefit of it, do you consider it is reasonable that he should be at liberty to re-open what he has done, not upon a consideration of all the facts and circumstances existing at the time he did it, but upon a state of facts and circumstances which may be found to exist five or six, or ten years afterwards?—I think not. I consider that that is one of the errors into which they have fallen; if we make a better retirement this year for officers, and all officers who were retired under a former system or systems now complain, it appears to me that they have no ground for complaint, as they were put upon a scheme that was adopted some time back. If we, in after-years, make a better one, I do not consider that they have any ground of complaint.

4832. Your Grace's opinion is, if dealing with the facts at the present moment, and in order to render the Navy more efficient, you give any advantages to induce officers to retire, it affords no ground of complaint or grievance whatever to officers who were retired several years ago, when it was expedient to make other arrangements?—I think not; what I look to now is to the officers on the Active List; my chief desire would be, of course, to improve that Active List, and to induce good men to come into the Navy.

4833. Your Grace has mentioned that with regard to the promotions of midshipmen to sub-lieutenants, you have proceeded according to a system of seniority, qualified by rejection for incapacity?—Yes, qualified by rejection; but I would rather say not for incapacity, but on account of less fitness for promotion, than other young lads of the same age.

4834. Leaving it to those who are so rejected, to qualify themselves and to come forward at a future period?—Yes, in this way; in the papers that I have from the ships, the captain states whether he wishes to take a sub-lieutenant as a lieutenant, and he very often writes opposite: "Not yet; more experience wanted;" or, "a little more time;" or something of that kind which is no reflection upon the young man; he may not have had opportunities, or something may have prevented him, and for that reason I pass him by for a few months.

4835. Does the same principle apply to promotion from sub-lieutenant to lieutenant?—I am speaking now of promotions from sub-lieutenant to lieutenant; and I think there is a mistake in the evidence given on the previous day; I meant to speak of the promotions from sub-lieutenants to lieutenants; they rise to the rank of sub-lieutenants after an examination, and after a certain number of years' service.

4836. In taking the first step from cadet to sub-lieutenant, if the candidates are not qualified within a certain time, are they altogether rejected?—Yes; but that is the qualification for examination at the college. They are examined, and if they cannot pass their examinations in navigation, seamanship, and gunnery within a certain time, then they are rejected altogether.

4837. In the promotion from sub-lieutenant to lieutenant, if the disqualification which you have spoken of continues for a certain period, is there any process by which they are altogether discharged from the Navy?—Yes; I think that their friends withdraw them; they are told that they are not likely to qualify. I think that that is the course.

4838. The effect of that would be to weed out of the lower ranks persons who were disqualified for further advancement in the Navy?—Yes: it always happens that of the number of cadets and midshipmen who are appointed, a great many go off the list very early. Boys go into the service who have read books of voyages and travels, and they think that it will perfectly suit them; but when they go to sea they find that it is rather a rough and hard life, and they want then to leave it. I find that the same thing was stated in the Report of the Commission of 1840. They state there that a considerable number leave the service in the course of their probation to become midshipmen. I believe that has always been the case, and the same thing happens now. A great many of the boys who enter, after they have had a little sea service, wish to leave it, and it is not desirable to keep any who do not enter heartily into it.

4839. Are officers of so subordinate a rank as sub-lieutenant allowed to retire on half-pay, or do you get rid of them altogether?—No; they go altogether, I think.

4840. Is there not some process by which they can go on half-pay after a short period, and so remain in the Navy?—There is something, I believe, when they are invalided; there is a very small allowance; 2 *s.* 6 *d.* a day, I am told.

4841. Are the Committee to understand that the old practice of promoting officers, in the junior rank of sub-lieutenants, upon personal considerations, and so passing over other officers, has been entirely given up?—There are no pro-

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motions of the sub-lieutenants according to any system, except by going carefully over the list, and seeing how they have passed their examinations, and whether their names have been favourably noted; if so, I take an opportunity to promote them in the next batch, and very often a little above their turn.

4842. Out of their turn?—Yes.

4843. When you speak of their names being favourably noted, do you mean favourably noted by the officers under whom they have served?—No, at their examination; they are examined in seamanship, in gunnery and in navigation, and if they obtain what is called full numbers in all three, they are promoted at once to be lieutenants; if they pass a very good examination, and do not quite get the full numbers, they are then noted, and when we go over the lists the next time, if they come near to the place, we take them up and give them the benefit.

4844. Will your Grace be good enough to explain to the Committee the principle upon which promotion from the rank of lieutenant to commander is made?—From lieutenant to commander there were certain flag officers who had promotions to make, and they naturally looked very much to promoting their own relations, but it was thought desirable lately to make a change, in order that they should not be able to select them for those positions unless they had served a certain time; that was in order that they should not exercise that kind of feeling towards their own friends which they naturally had done, and rather to the detriment of the service. We made that rule with regard to those promotions. Then with regard to the promotions made at the Admiralty, I go over the lists with the services of the officers, and I see also what the recommendations of the officers in command of the different stations have been. I very often receive a private letter from the admirals in command, pointing out such and such officers as being very efficient and zealous, and who are deserving of promotion, and whose promotion would be for the good of the service. We then take an opportunity to put them, if we can, into the next batch; but at the same time we take them, to a certain extent, from each station, so that the officers who are at a distance, may not see all the promotion going to some other station, and not getting themselves a little share of it. We try to divide the promotions between the stations.

4845. How far, in dealing with these promotions, have you regard to the list as it stands, by seniority; or is there any principle upon which the seniors at the head of the list of lieutenants are passed over or rejected, if they are not fit for promotion?—I have books which give an account of every officer since he entered the service, and those books are brought into my room. I ask one or two members of the Board who have time to come into my room and go over the lists, and take the officers in that way; but the promotions are limited, of course, by other considerations, because there may be a very good officer in a ship, not the senior lieutenant, and you cannot take him without seeming to cast a reflection upon the senior lieutenant. You therefore look to the senior lieutenants first, and in the same way, with regard to individual commands in gunboats; in China or on the west coast of Africa; in that way we go down the lists, looking, at the same time, at the books, to see that the men we are promoting are good men, and deserving of promotion.

4846. Having once examined the list, certain officers having a certain standing on that list, you are able to begin at the top of the list, and make promotions, rejecting those who are considered, for various reasons, not competent to be promoted?—Yes; we cannot exactly commence at the top of the list, because the lieutenants at the top of the Lieutenants' List are chiefly officers who are in the Coastguard, and who are a little past the time for promotion. I do not mean that they are past for service, but they would tend to weaken the Commanders' List if we put them up. I am anxious to put up as lieutenants those who have plenty of years of service in them, to go through the higher ranks. If I were to put up men who might have deserved very well, merely as lieutenants, I should clog the Commanders' List with a number of old officers.

4847. Lord *Clarence Paget.*] There is promotion in the Coastguard itself, is there not?—Yes, one a year; and there is, in the surveyors' branch, promotion of one or two annually.

4848. Mr. *Ayrton.*] There are some well-understood rules, by which your Grace can take a certain point in the list as practically the top of the list, and you start from that point in making promotions from year to year?—Yes; and go down the list.

4849. Is there any rule by which the officers in the senior classes in the Navy are compelled to make confidential reports upon every officer under them, so that they have no opportunity of selecting an officer for his worth?—I think that, practically, they always do; I receive reports from every officer; I suppose it is under the regulations; there is a half yearly form that is filled up. I know that the returns come in, and I know that they are all brought to account in the books before me.

4850. Has your Grace, both positively and negatively, the advantage and disadvantage as to every officer of a distinct report upon his conduct?—Yes; I have a distinct report as to his qualifications.

4851. With the exception of those flag promotions to which you have alluded, has the practice been entirely given up at the Admiralty of promoting officers from the rank of lieutenant to that of commander for the gratification of the Lords of the Admiralty or persons of influence?—I think so. When I am written to to promote an officer, we have now a printed form that we send back, telling persons not to interfere, which answers the purpose of showing them that they are not to interfere, and they are enabled to explain to their friends that the Admiralty do not intend to attend to their recommendations. I believe that plan was adopted with regard to the Customs formerly, and it was found necessary to do it there. I believe it is found to work well in the Navy, and that it tends to check a number of applications, because persons who have once written, and have received one of these papers, afterwards say to their friends, "It is no use my writing to the Admiralty; I shall only get that printed form back in reply." I stated just now that the half-yearly return applied to the higher officers. I do not know that by any regulation it does do so; but I know that the Admiralty are kept fully informed of the services of all the officers.

4852. My point was this, whether an officer in command

command had or exercised any power of selecting officers for their worth; or whether they were compelled to make a report upon every lieutenant, whether to his advantage or disadvantage who served under him, so that he had not the liberty of selecting officers for their worth?—With regard to the sub-lieutenants, it is compulsory to make a half-yearly report; as to the lieutenants, I do not know that it is compulsory. I know that I receive reports, and if I have any doubt I have a letter written to the officer under whom he has served, to ask whether our opinion is right as to such officer, and I then receive a private reply respecting him.

4853. May I take it that the only eccentric promotions that are made, are those which are made at the instance of officers in the Navy themselves, and which are called haul-down promotions?—Yes, they make haul-down promotions; there are other promotions made from lieutenants to commanders very often at the suggestion of the admirals in command of a station, going down very low in the list. When they recommend an officer specially for distinguished service, we take an opportunity of putting him in the next list.

4854. When promotions take place in consequence of death vacancies occurring abroad, according to the system you have mentioned, are they made by the Admiralty, or are they made by the naval officers in command of foreign stations?—They are made by the officers in command of foreign stations, and I think that, of late years, they have been very good selections. I would specially point to some promotions which were made by Sir James Hope, in China, by selecting the best officers he could find for the promotions that occurred there, and they were certainly not given from any favour.

4855. Are these promotions absolute, or are they merely promotions to be confirmed by the Admiralty?—I think that they are recommendations to be confirmed as a matter of course; and they are considered to be the fair patronage of the officers in command.

4856. Is it a desirable system that the officers in the Navy should have the power of promoting individual officers, instead of those promotions being made by one head of the Navy?—I think it is desirable that they should have some means of rewarding the officers serving under them; I think that an officer, when he is in command of a large force, should have some means of awarding promotion. It was considered, a good many years back, as a sort of benefit given to him for the good of his own family; I think that is a wrong view to take of it; but if he applies it fairly to the officers on the station, it is a good thing that he should be looked up to, and that he should have the power of promoting them.

4857. Has your Grace's attention been directed to the present state of the list, and to the position which officers who have been promoted by naval officers in the way spoken of, occupy with reference to the list of officers, and the extent to which officers have been passed over by those promotions?—Yes; of course some officers, indeed many very able officers upon the list, owe their promotion to their family connexions in early life on different stations, and in many cases, although that may have given dissatisfaction to other officers who were passed over, it has had the effect of bringing up a young officer at an early time of life into a high position in the Navy, and if he is a good officer, of course the service rather gains by that than otherwise.

4858. Does not your Grace think that the service would gain more if he had been brought forward in that way very early, because he had been selected from the body of officers as possessing singular merit, rather than because his father was a flag officer?—Yes, it would be much better if the officers in command had done formerly what I think they do now; that is, if they had looked fairly through the station to see who should be promoted; that, I think, would be better for the service and more satisfactory also to the officers.

4859. With regard to the promotion from the rank of commander to captain, is that now by selection upon the principles your Grace has stated, as to the promotion from the rank of lieutenant to commander, or is there much passing over of officers?—There is a good deal more of passing over of officers from commanders to captains, and for this reason, that there are a great many officers who are very deserving; but if we put them up as captains, we should have captains at much too great an age. We are obliged, therefore, to promote, and to make a certain number of promotions for past service, and a certain number of promotions with a view to future service, taking some commanders from whom we do not expect to get much service in the next rank, and taking younger ones whom we promote with a view to future service. The promotion from commander to captain is much more difficult, because there are generally only a few to be made at a time. I think that they have been made constantly with the naval officers in my room when we have gone over it, and after all these pains, the promotions that we make are found fault with. Whatever pains we may take we cannot satisfy the claims that are made by officers for past services.

4860. May I take it that now, with a proper administration, it is, practically, still a system of seniority, qualified by the principle of rejection, and principles by which you cannot promote those who stand at the head of the list?—Yes; and I would take, for example, the year 1860, to show the captains who were promoted in that year. There were very few promoted in that year, for we had not many vacancies; but that will give the Committee a notion of the services of the different officers. The first one was Captain Grandy, that was a Coastguard promotion, for long service. The next was Captain Beckford, he had five years' sea-service as commander, nine years and nine months as a lieutenant, and 12 years as mate and midshipman. The next was Gordon, and I find that he had five years and seven months service as commander, nine years as lieutenant, and eleven years as mate and midshipman. The next was an officer, who, I believe, the Committee has had before them, Captain Hore; he had served four years and eleven months as commander; I do not know how many years he had served as lieutenant; but he had served as midshipman and mate; he was again taken as a young officer. The next was Vesey; he had served two years and eleven months as commander, six years and five months as lieutenant, and nine years as midshipman and mate; he was then serving, and was specially recommended from where he was serving, in North America and the West Indies. The next was Trollope; he had served four years as commander, nine years as lieutenant, and 13 years as midshipman and mate.

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The next was Price; he had served four years and four months as commander, nine years and seven months as lieutenant, and twelve years as midshipman and mate. Armitage was the next; he had served three years as commander, eight years and eleven months as lieutenant, and nine years as midshipman and mate. The next was Risk: he had served four years as commander, ten years and six months as lieutenant, and fourteen years as midshipman and mate. The next was Pasley: he had served four years and four months as commander, three years and ten months as lieutenant, and eight years as midshipman and mate; he had been specially promoted to the rank of commander by Lord Lyons. The next was Captain Foley: he had served two years as commander, five years and one month as lieutenant, and eight years as midshipman and mate; he was specially recommended to the Board for landing in Morocco, at the risk of his life, and saving the Christian population in a time of tumult. The next was Prince Lienengen: he had served two years and three months as commander, two years as lieutenant, and six years as midshipman and mate.

4861. That was a special promotion?—Yes. The next was Frederick Stirling: he had served five years and nine months as commander, four years and ten months as lieutenant, and six years as midshipman and mate; he was promoted also specially after, I think, the visit of the Prince of Wales to America. These give the Committee a specimen, shortly, of the sort of promotions that have been made.

4862. And they afford a fair criterion of the mode in which they have been made?—Yes; very fair. The Committee may thus see the grounds on which these officers are promoted; these instances, in fact, afford a very fair specimen of the promotions.

4863. With regard to the employment of officers in those ranks of which you have spoken, are we to understand that they are now all offered employment in their rank, unless they are disqualified for active service?—Not where they are actually disqualified; it depends upon what I want them for. I look to their characters beforehand and to their position, before I employ them for different purposes; for instance, some officers are very willing to serve, but who have had a great deal of service in the climate of China, or on the West India station; they must be passed over, and probably they would wish to take to some other employment. Others, again, having had much sea service wish for some turn of home service, and there are, therefore, a great many limitations. Then I have to look to the characters of officers, and, of course, I prefer taking those who have had very good service, and who are likely to be very efficient officers.

4864-5. I meant rather to ask your Grace whether, having reference to the fact that a portion of the number in each rank are employed afloat, whether every officer is offered such service, or has he an opportunity of giving such an amount of service as will qualify him for further promotion?—In going down the lists I look to see whether there is any deserving officer who wants a portion of his time, and I always have a note or a mark made of him, so that if he wants a few years to complete his time we may take him, and give him an opportunity of serving that time, in order that he may not lose his position on the list; we try to do that.

4866. Of course, difficulties will occur under any system; but if there is to be a standard for employment, and officers may be deprived of their just right to promotion by not being able to comply with that standard, I am anxious to know whether there is any system at the Admiralty by which every officer can, as a right, comply with the standard, unless the Admiralty think him disqualified for service?—There may be officers of whom it may be said that they have not been very successful in their commands; that their ship has been in a state of bad discipline, and there have been continued quarrels on board the ship. In those cases, I am rather slow to re-appoint an officer to a ship. It does not amount to an absolute disqualification, and there may be some positions in which such an officer would do, but I very often pass over officers on those grounds.

4867. Where reasonable grounds do not exist, is there any system in force at the Admiralty by which an officer can, by his own act, and as a right, qualify himself for further prmotion?—I do not think there is a system by which an officer can qualify himself for further promotion, as by right; but in going over the list there is every desire not to do injustice by passing over a deserving officer, and preventing him from qualifying. That I can state.

4868. Has your Grace considered the expediency of weeding the list, by getting rid of those officers who are not useful to the country in the ranks in which they remain, instead of letting them get old, and then disposing of them by a system of retirement according to age?—It would be a desirable course to get rid of officers who were not quite so efficient as others on the same list; but I do not know of any scheme by which you can do it, until they came to such an age as would justify one in putting them aside, on the ground of age, by some scheme of retirement. I do not see how otherwise you could weed the lists of the Navy.

4869. Your Grace knows the extent to which public opinion can be brought to bear, and do you think that public opinion is much brought to bear in disposing of the junior ranks in the Navy; or that the mode in which individual officers are treated, attracts any public opinion at all?—It attracts the opinion of the service; that is the opinion that the Admiralty are most likely to hear; and, in fact, that is our public opinion; and that opinion, of course, is very much excited by anything that is done by the Admiralty. I therefore think that public opinion is brought to bear.

4870. Can you give any reason why the system which you have now explained as to the junior ranks, and which seems to bring out efficient officers, is entirely reversed as to the senior ranks, or the promotion from the rank of captain to flag officer?—Yes; in the first place, the promotions from the rank of captain to flag officer, are of course very few, and they are by seniority, with the understanding that the Crown has always the privilege, and which, in time of war, could be used, of promoting any captain who might be considered as specially deserving such promotion. But I am not prepared to say that it would be advisable to promote from the captains to the Flag List by selection. I think that it would cause so much complaint against the selection made by the Admiralty that I do not think it would be a very good system to adopt, and for this reason: I think that the Admiralty, to save itself from the responsibility

sibility and the odium attaching to selection, would probably select some very old officer, whose past services would entitle him to that selection, and who would be less objectionable; but I do not think that the service would gain by that.

4871. Sir *John Hay.*] That inconvenience, I believe, arose in the case of Lord Howe?—I believe that he had to leave office because there were such complaints made in the House of Commons as to the selection of the officers.

4872. Mr. *Ayrton*] Is your Grace of opinion that an officer, when he is promoted from the rank of commander to that of captain, has given any proof that he possesses any of the qualities requisite to take the command of a fleet or a squadron, or to be admiral of the fleet, and that he should, by the mere process of the expectation of results, and the expectations of life, arrive at that station?—I think so; I think that if an officer has been senior lieutenant, and his ship has always been in good order, and he has shown great tact and management over the men, and, if he has been a commander, he has very probably been employed, in fact, in the duties of a captain, and has very likely been called upon to act with a foreign power as the captain of a ship, and he has, perhaps, been employed in diplomatic affairs upon some sudden emergency; and if he has thus shown that he possessed abilities, I think that if the same man has been a lieutenant with good service, and a commander with good service, you can pretty well judge of his fitness for a higher station.

4873. Does not the present system, in fact, stereotype and make prominent whatever errors may have been committed in the lower ranks of the service, which are not in the same way amenable to public opinion in the higher ranks of the service?—Yes; if you promote a commander, who has not been very well selected, of course you so far clog the higher lists; and you may have an inefficient officer, inconveniently, for the higher purposes of the service.

4874. Do not you think that it would be an advantage to the public if the Admiralty possessed the means of correcting those errors, by some principle of selection, in promoting officers from the rank of captain to flag-rank?—I have already stated that I think it would create so much ill-will, as we have now plenty of officers for the purpose, that I think it would be an unwise system for the Admiralty to take that power.

4875. Your Grace will observe that the proportion of officers, in the lower ranks of the service, who are employed afloat, differs very much from the proportion, who are employed afloat, in the upper ranks?—Yes; it does differ very much; and of course it must, because there are five or six lieutenants in a ship, and only one captain.

4876. I mean that the proportion of those who are afloat, compared with the whole number in a particular rank, differs very much, for there are 534 lieutenants afloat to 806 on the list?—Yes.

4877. There are 15 admirals afloat, compared with 100 admirals on the list; what is the necessity for keeping this disproportion of officers afloat, as compared with the officers on the Active Lists, in the one rank and in the other?—It is kept for the sake of giving promotion to officers; it is kept in order that officers shall have the means of rising to higher rank; and unless you have a large number of admirals, or, what will come to the same thing, have a large amount of retirements at the top of the Captain's List, you could not have a flow of promotion, and the one or the other comes to much the same thing. If you retire your captains, and call them retired admirals, and pay them the same sum as if on the Active List, it comes to much the same thing.

4878. It would seem, if there are 100 captains on the list, and only 15 employed afloat, that the admirals cannot be employed sufficiently to qualify them for the public service?—There are some always sufficiently qualified to meet the requirements of the service, but there are very few required really afloat; six or seven are the utmost that are required on distant stations, and we have no difficulty in supplying those officers; indeed, I should say that the Navy is much better off than the Army in point of finding officers for commands. I believe that in the Army there would be much more difficulty in finding officers for high commands abroad than in the Navy.

4879. It would seem that in reality you find a substitute for promotion by the selection of some officers in the higher ranks for employment, and you get rid of other officers by not employing them in the higher ranks?—Yes, the captains are got rid of by not being employed; but when they come to the admirals' rank that does not apply; they stay with that admirals' rank whether they are employed or not employed; the admirals' rank being, in fact, a combined rank, retired as well as active.

4880. Does not your Grace think it would be better that there should be some more intelligible mode of dealing with those officers than not employing them, and a more intelligible mode of getting quit of inefficient officers, than by letting them remain in the service, and not employing them in the rank of captain?—There are services for which they are very often very efficient, although they are not to be sent to sea in command of ships; there are, for instance, foreign dockyards, and positions of that kind, where you want an officer of high rank, because he has to deal with other officers who come to him for supplies of various kinds; and, in such a position as that, an officer may be very well employed in a higher rank, although he would not be fit to send to sea, or perhaps would not wish to go.

4881. Looking at the great number of flag officers at present on the lists, does your Grace think that the practice of making captains flag officers, because they are unfit to be captains, does not tend very much to depreciate the rank of admiral, and lower it in the estimation of the public?—I do not think that they are promoted to be admirals because they are unfit to be captains; all that happens is, that they rise to the Admirals' List if they have during their time upon the Captains' List served their six years afloat. To have done that they must have had two commands; each commission is for three years; therefore they must have been twice thought to be officers fit to command a ship of war.

4882. But I am speaking of retiring with flag rank those who are not kept on the Active List, and of the practice of retiring officers with flag rank when not fitted to remain as captains on the List of Active Captains. Does your Grace not think that that tends to depreciate the value of flag rank in the public estimation, and that to that extent it is injurious to the public service?

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vice?—That is done as a boon to the officers; I think that while you have a system under which you cannot employ your officers, and when it is not their fault that they are not employed, you must, when you retire them, give them a boon in some shape or other; whether that should be merely in the shape of pay, or whether it should be both pay and rank, may be a question to be considered. It is much more agreeable, I think, to an officer that he should get nominal rank when he retires. I do not think that the service suffers from it; it is thoroughly understood in the service.

4883. Do you not think that it has a bad effect upon the public mind to have officers with this high rank, who have no sea-going qualifications as naval officers, and who have not the means of sustaining their rank?—I do not know whether the public may look upon it as unreasonable to have given them that rank, but, on the whole, I do not think that you could have a system that would work more satisfactorily; I believe that any other system would be thought harsh to the officers.

4884. Mr. *Scourfield.*] Has your Grace read the evidence of Captain Hore?—Yes.

4885. The principle of promotion by seniority in the lower branches of the service, and of promotion by selection in the higher branches, are the principles acted upon in the French Navy, are they not?—In the French Navy they act upon a principle of partial selection and partial seniority in the lower branches of the service; I think it is entirely by selection in the upper ranks.

4886. Has your Grace formed an opinion as to the comparative merits of the two systems?—No; but I am aware that the French complain very much of their own system; they complain of the system and the position of naval officers in France; the complaints are very strong as to the position in which naval officers are left in France; I know that they have complained very much, and it was stated that the officers had so little inducement to serve that, on the occasion of that joint expedition to China, the lieutenants in great numbers resigned their situations rather than go, and there was a great want of naval officers.

4887. Rather different opinions have been expressed as to the number of lieutenants that are necessary for working each ship; has that matter been brought under your notice?—The number in some ships is said not to be sufficient, but there is a difficulty in increasing them in some vessels on account of the cabins; there are not cabins sufficient; in some cases we have lately increased them; I think, in some of the large frigates.

4888. Sir *Francis Baring.*] Has your Grace seen any plan that would suit both a time of war and a time of peace?—I think not; I think that all we can do in a time of peace is to prepare, so as to meet the emergency of a war in the best way we can when it arises; but I think, when it does come, whatever the plan is then in force, it will probably have to be modified and altered.

4889. When peace came again, would it not also be difficult to lay down any permanent plan?—When peace came again, I think that the plan which had been found to serve during the war would have to be altered, and the number on the establishment would then require to be reduced; but I should hope that in future after the close of a war, such a system would not be adopted as we find after the peace of 1815.

4890. The mode in which that was done your Grace has already stated, and it has been a weight ever since upon the country?—Yes; it not only laid a heavy burthen upon the public, as I believe, by promoting officers on to the Active List, but it tended to render the list inefficient for many years to come.

4891. Was it beneficial to the officers who were promoted, or did it leave them in a state of hope which never could be satisfied, and which produced great dissatisfaction and unhappiness among the officers?—Yes, I think it was in every respect a mistake; and it was very bad for the service, as it put inefficient officers up as active officers, and it was very hard upon those officers, because, being so placed, they found that they should get no higher, and that they should not be employed; and, in fact, they had much better have received a small additional sum, as a retirement, rather than have been kept on the Active List.

4892. You have been asked questions as to expenditure. I apprehend that, as a Minister of the Crown, you would feel it to be your duty not to apply for additional expenditure, unless it were necessary for the good of the service?—Of course, before I could obtain the sanction of the Treasury to any scheme, I should have to show them that it was required for the good of the service; that the money which I proposed to be expended for the Navy was really required for the good of the service. I, therefore, have done what I believe my predecessors have also done; I have tried to get as much benefit as possible without any very large expenditure for the purpose.

4893. Looking to the Active List of flag officers, is there not a sufficient number of officers upon that list to meet any of the requirements of the service; and, if so, should you feel justified in going to the Treasury, so long as there was a sufficient number of active officers to meet the requirements of the service?—No; I should feel myself in this position, that if I wanted to make a retirement, in order to add to the number of the flag officers on the Active List, I must show the Treasury that more flag officers were required than we at present possess; whereas we have our Flag List now in a more efficient state than it has been for many years past; and the whole number of the flag officers required has not increased.

4894. Are the Committee to understand that at the present time, when we are at peace, you have ample means of meeting the requirements of the public service, from the flag officers as they at present stand?—I have ample means to meet any requirements of the public service.

4895. I believe your Grace has already stated that you think the number on the Captains' List might be reduced?—I think that the number on the Captains' List might be reduced by about 50, with safety, if we could do it so that it should not hereafter hamper the promotion to the Captains' List.

4896. The commanders are adequate in number, are they not?—Yes, they are quite adequate.

4897. But you think the lieutenants are below the right number?—Yes, I think the lieutenants are below the number, and I think it is desirable gradually, but somewhat slowly, to increase the number.

4898. The

4898. The present state of the lists is adequate for the public service, with the exception of the lieutenants?—The present state of the lists is quite adequate for the public service, and it is very far better than it has been in any year since 1816.

4899. An objection has been taken to the terms "Active List;" has it not been always the case that the Active List in reality has not only contained officers who were in a state of physical activity, but who were, by the rules of the service, capable of being called into service if the Admiralty required them?—Yes. It contains, and always has, a number of officers who are properly termed active; it contains also a number of officers whose days of action are past, who could not undertake active duties at sea. Most of them, however, could be employed for purposes connected with our harbours, and other services on shore.

4900. Do you conceive that any system of retirement, by age, would enable them all to remain active; under the age of 70, for instance?—No, I think that no limit of that kind would secure you on the Admirals' List; you must take a very high age, and such an age as 70 would not by any means secure that all the officers under that age would be active; what I should be afraid of from any scheme of that kind would be that it would tend to bring on to the list, and to keep on it, men verging upon the limit of age; that is to say, you would have men between the ages of 65 and 70 upon the list.

4901. Supposing there were found upon that list officers who were under the age, but incapable of active service, do you see any means of removing them from the list?—No; I think that you could not remove them. There will always be officers who, from ill health and from having served a great deal in different climates, may not be very fit to be appointed to commands, and yet whom it would be invidious to remove, although they could not be called active for the Navy.

4902. It has been stated, I believe, that in the French service they remove from their Active Lists any officer to whom they would not give a command afloat. Would a system of that kind be considered so invidious as to render it almost impossible to carry it out in the British service?—I think it would; I think, in comparing the English and French systems, you must compare not only the Active Lists, and the advantages of the two services upon the Active Lists, but you must compare the positions of officers in the two services when they are retired; and it will be found, I believe, that the whole amount of the retired pay for officers in the French Navy is under 50,000*l.* a year, whereas ours is above 400,000*l.* a year. That gives a little insight into the comparative advantage at least of the Retired Lists.

4903. Have you at all looked to the effect that the proposal contained in Sir John Hay's plan would have upon the list itself; for example, I observe that the first officer who would remain on the list is an excellent officer (Admiral Fanshawe), but I am afraid that his health would render it impossible for him to be employed in active service?—Yes, certainly, because he was obliged to retire from command at Devonport. I appointed him to Devonport because his health did not fit him for the more active service of the Mediterranean, some years ago; he then was obliged to retire on account of his health, I am sorry to say, from Devonport.

4904. The next I see is another gallant officer, Admiral Rous. He has not served since 1836; and, considering the changes in the service, should you feel justified, however gallant the officer was, in selecting an officer who had not served since 1836?—It would be, of course, impossible to appoint an officer of that kind to any active command abroad.

4905. Then the two first officers on the Active List, under Sir John Hay's plan, would be neither of them fit to serve?—They would not be officers whom it would be desirable to keep on the Active List.

4906. There is another officer whom you have just employed, Admiral Smart; I see that he is an officer above the age of 65?—Yes.

4907. He would be set aside, according to the proposed plan. But when you appointed him to the command in the Mediterranean, did you consider him incompetent to perform the active duties of that station?—No; on the contrary, I was very anxious to have a flag officer who liked specially to be at sea. I remembered that in the year 1848, in the Committee of which I was then a member, it was shown that the flag officers in the Mediterranean very often used their ships as a house, and lived too much in the harbour at Malta, and did not take the fleet to sea. I was very anxious to have an officer who would keep the fleet a good deal at sea, because I looked upon the Mediterranean fleet as a large fleet from which to recruit other services, and I considered it therefore very essential to have an officer who was attentive to discipline, and who was really fond of being at sea. I found that Admiral Smart, when he was in command of the Channel squadron, had been especially efficient, and had got his ship into excellent order; he seemed really to take a delight in being at sea with them. I was therefore glad to appoint him, because I thought that he would be of great use to the public service.

4908. Then an officer whom you have selected particularly on account of his previous activity, would be an officer who, under the proposed plan, would be put aside?—Yes; and I think it would be a misfortune; I think it is better to have a larger field for selection.

4909. The plan is so arranged that it would make no new promotion to the Flag List; it is so arranged as to put aside a certain number of officers; and in point of fact, therefore, according to that plan, the new Flag List would contain no new blood, and no new officers?—No; if the retirement is to be accompanied by a reduction of the list, it would not tend to render the Flag List more efficient; on the contrary, it would render it less efficient.

4910. It would have removed Admiral Smart and others?—Yes; and it would give me no other admirals in their place; it would have left the list minus a certain number of admirals, and have done nothing more.

4911. It is stated in one of the plans, that an officer who was actually in employment, even if he got past the limit of age, was still to be continued in his command if the Admiralty thought fit, but that he should be removed from the Active List, and not be counted among them; is it not rather an anomaly that an officer should be in active employment who was not retained in the Active List?—Yes; I do not think that it could

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could be applied without some alteration, because the whole discipline of the service seems to depend upon the officers being on the Active List; and officers who have their flags flying must be considered on the Active List; and we should have to alter the regulations laid down by the Act of Parliament, I believe, with regard to them.

4912. With regard to promotion; you have already stated that you thought the present state of the promotion was not unsatisfactory. In the first place, I suppose, your Grace would have no objection, and that there would be no objection at the Admiralty, to have more promotions, in order to satisfy deserving officers?—Of course the Admiralty would be very glad of more promotion; the more they can have the more gratifying it would be to them to have the means of rewarding officers.

4913. A good deal of weight has been attached to a steady flow of promotion; suppose there were a certain number of promotions every year, in each rank, would that secure a steady flow of promotion?—Yes.

4914. What should you think of such a plan?—It would cause, I think, more dissatisfaction. I should have more difficulties to deal with than by having the usual promotions which I have already referred to, because of the difficulty of apportioning the promotions to the officers who are serving in different parts of the world. By promoting a good many at a time, I am able to meet the justice of the case in different places, and to attend also to the recommendations of the officers commanding in different parts of the world. If I had only one or two promotions to make, I am sure that there would be much more dissatisfaction, and more complaints from the officers who were passed over. I think that a limited promotion of that kind would be much more difficult to deal with; and then the Admiralty, perhaps, to escape the ill-will that would arise, would select for such promotions, possibly old officers, on account of their past services; and it would have a very bad effect upon the service itself.

4915. Your principle of promotion is, that the Admiralty should consider every branch of the service in such a way that every branch of it should feel that the eye of the Admiralty was upon it, and in case they behaved well, they would be promoted on account of merit?—Yes.

4916. Of course, in doing so, you must consider age, otherwise you would have a complete stoppage; for example, if you were to choose merely on account of service, you would have such a number of old officers promoted as ultimately to crowd your Admirals' List with officers who, from age, were unable to perform their duty?—Yes, that would be so.

4917. The promotion of young officers, if there is good reason for it, is very often a great benefit to the service?—Yes, a great benefit to the service; and I should say that the Victoria Cross has been of great use in that respect, because it puts a mark upon certain young officers which enables you to give them promotion; the service sees the reason why they obtain that promotion, and if it were not for that, sometimes, perhaps, there would be more complaint of these promotions than there is.

4918. Your Grace has stated that you thought under neither of the plans would the promotion be more rapid than under the present system; have you seen some calculations which have just been delivered to the Committee?—Yes, I have seen them; but I have not had time to go into them. Those calculations seem to deal with the present list of officers; that is to say, beginning from the present time with the list, and showing what it will be in future years. The real way to test the scheme of Sir John Hay would be, of course, to put aside the present older officers, and to commence upon a calculation of what it would be when the scheme was actually in full operation, and not taking advantage of the present old officers who would be retired.

4919. What is the average number of promotions which have taken place in the last 10 or 12 years?—About eight or nine to the Flag List.

4920. It is stated that there would be, taking an average of 20 years, about three retirements per year; and then it adds, from deaths on both of the above lists, the vacancies will probably now be at the rate of two annually, in addition to the above retirement vacancies; that would make about five in a year?—Yes.

4921. The actual average for the last 10 or 12 years, has been between eight and nine?—Yes.

4922. But this is said to be out of a small number of captains?—Yes.

4923. Eight out of 350 captains would give rather quicker promotion than five out of 250?—Yes.

4924. I have no doubt that your Grace has had under your consideration the plan which Sir John Pakington left at the Admiralty?—Yes.

4925. Have you seen some calculations of Mr. Finlaison?—Yes.

4926. Mr. Finlaison puts the death vacancies in ten years at nine?—Yes.

4927. That was out of 75 admirals?—Yes.

4928. Even that rate of promotion would appear to be less than the actual rate of promotion which has hitherto prevailed?—It seems so, as far as the Flag List is concerned.

4929. The rate of promotion, which has prevailed during the last 10 years has been, for a considerable part of the time, one in three?—Yes.

4930. One in three would affect the Captains' List, and there would be a quicker promotion to the Captains' List from the Commanders'?—Yes, from the Commanders' List to the Captains'; what has rendered promotion more rapid, of late, is, that there happen to be a great number of captains at the top of the list who have not served; if we had a smaller list, of course the number who had served would be greater, and that would so far tend to limit the promotions.

4931. And, so far, the one in three being got rid of, and every vacancy being filled up, it will render more rapid the promotions to the Captains' List?—Certainly; the promotions to the Commanders' and to the Captains' Lists will be, and must be, much more regular, as there will be a promotion for every vacancy, whereas before there was only one promotion for three vacancies.

4932. On the other hand, in all the brevet promotions in the last 10 years, a number of captains had not served for their flags, and were placed on the Reserved Flag List; that number will very much diminish, and consequently there will be a balance on the other side unfavourable to promotion?—Yes, there will be a balance on the other side unfavourable to promotion so far.

4933. Considerable complaint has been made before this Committee as to the dissatisfaction which

which prevails in the service. Is your Grace aware that that dissatisfaction exists?—No; I do not think that there is general dissatisfaction in the service. I think the service has been led to believe that they ought to get, and that they may get, much more promotion if they press the question upon the public; and, naturally, they have taken that course with a view to getting the promotion which they think they may get.

4934. Do you find any difficulty in getting officers to accept commands?—No; I do not think there is any difficulty in getting officers to accept commands; everything that I see looks as if the Navy was doing well; there is great anxiety on the part of officers to put their sons into the Navy. If they considered the Navy was a very ill-paid profession, they would not do so, one would think, they themselves having a knowledge of it; but that they would rather be anxious to obtain positions for their sons outside of that profession; but there is great eagerness to get their sons into the Navy. I have, therefore, every reason to think that upon the whole they think it a good profession, and that it is improving in its character.

4935. It has been stated that the discipline is bad in the ships; in your Grace's opinion, is that a correct representation?—I think, with regard to the men, that during the last two or three years the high bounty has had a very bad effect; it has naturally brought in men from all parts of the country, and a very inferior class of men has come into the Navy. Many of those men have come from the merchant service, and not a good specimen of the merchant service, and they certainly have put our ships into a bad state of discipline. During a part of the years 1859, 1860, and 1861, considerable dissatisfaction existed on board several of the ships on account of those men; but I never heard of anything of that sort as to the officers; that there was any want of discipline, or any want of good conduct among the officers generally. I should say it was the contrary.

4936. Does your Grace think that a bad state of discipline exists at the present time in the Navy?—I think that now the service has been gradually weeded of those bounty men, and we have always, whenever we have reduced the number of the men, specially called the attention of the officers in command with a view to getting rid of undesirable seamen. We have now in consequence a much better set of men; a large portion of them are continuous service men, and I think that the Navy is now in a much better position. We have no difficulty now in manning any ship; we can do it in a very few days.

4937. Considerable complaint has been made before this Committee because of the higher class, the Flag List being dealt with on a different system from those below, taking, for example, the captains; if a captain has not served his time, and has arrived at 60, he is compulsorily retired?—Yes.

4938. There is no corresponding regulation as to the Flag List; but is it not an unfair mode of dealing with the higher ranks of the service, that if an admiral has not either served at the Board of Admiralty, which I consider quite as much service as service afloat, and has not hoisted his flag for a certain number of years, he should be removed to the Reserved List?—Yes, it might be; but in the French service, I believe, if an officer has not served as a rear admiral, he cannot be promoted to the rank of vice admiral; we have no such rule in our service; when once an officer is on the Flag List, he goes on rising without any service. It might be considered desirable to say, that if he had not served after a certain number of years, he should be removed from the list; but I think that would create a great many complaints. I think that the admirals then would say it was very hard upon them that so few admirals were employed, and they would ask for more admirals' appointments to be made.

4939. There is one officer on the Flag List who, I believe, has not served for 50 years; would there be any very great hardship, if he were removed from the Flag List, and placed on the Reserved List?—No; I do not think that there would be any great hardship in such a case. The removal would not be a measure of economy, because you must pay him the same. It would be only making, in point of fact, one more admiral.

4940. But it would remove the difference, would it not, between the Flag List and the officers below the Flag List?—Yes; it would remove that difference.

4941. So far the complaint, whether well-grounded or not, could no longer be made?—So far it would be so, by putting them more on the same terms.

4942. Sir *Harry Verney.*] Your Grace has, with regard to the education of cadets, stated that you have a preference for a Naval College over the "Britannia"; has your Grace considered whether it would be advantageous to combine the two systems, which has been recommended by some of the witnesses, namely, that the cadets should be in a college for three years, and be for five or six months afloat?—Yes; I have not only considered that, but I made a regulation that they should go to sea for a certain number of months; but I found that the fitting out of a ship for that purpose, and keeping it for that purpose, would cause great expense, and, consequently, I gave it up, and I sent them to sea in the regular course after a certain time. I do not think that it would be necessary to have a ship to send them to sea in for a certain number of months; but it would be advisable, I think, to keep them in a college, giving them small brigs or small steamers, as they have now, in which to learn sailing and steaming. It would be better, I think, to keep them at a college on shore, where they would have a greater opportunity of continuing their studies than in the "Britannia."

4943. Do you think it would be a desirable system that every officer who had been to sea as a sub-lieutenant should, before he became a lieutenant, pass a certain time in the senior department of the Naval College, and undergo an examination?—The study which is undergone now at the college at Portsmouth, I think, might be improved, and greater facilities for study might be given to them; I believe that officers would willingly avail themselves of such facilities.

4944. Your Grace has expressed your opinion as to the great importance of encouraging science among naval men; has any encouragement yet been given by giving promotion for scientific attainments?—I think that when officers have passed their examination for steam, and they are known to be good scientific officers or gunnery officers, they have always been considered in the

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promotions that we have made. When I speke of science, I do not mean any very high science, as compared with the scientific men of this country; I only mean that application of science which is advantageous for naval purposes.

4945. With regard to ship-building, is it not the fact that if science was more applied to ship-building, great advantage would be derived in the Navy; for it has been stated by one officer, that while in the Pacific, the French admiral's ship, which lay alongside the English admiral's ship, rolled only to the extent of three degrees, the English admiral's ship rolled to the extent of seven degrees; is not that an indication that the application of improved science to ship-building would be very advantageous?—I think that there are many indications that improved science in ship-building would be desirable. But the "Bacchante," which is the vessel to which the Honourable Member refers, was a vessel, the building of which was commenced as long ago as 1848, and at that time the forms adopted were still somewhat of the Symon pattern; and those vessels were not well adapted for steam; they were very apt to roll at sea.

4946. Is there any mode of encouraging science in ship-building at the present day, similar to that which existed formerly, and which was established by Lord Melville in the School of Naval Architecture at Portsmouth?—No; we had formerly a School of Naval Architecture, but it was broken up in 1830 or 1831, because they educated and brought forward more young men than they could subsequently find employment for. It therefore seems desirable that the system, whenever it is adopted, should not be mainly a Government system, because the Government alone cannot employ the young men after they have been educated. If a system could be taken up by the great shipbuilders of the country, it would be desirable, I think, that some of the young men from the dockyards should be sent to a college so established. That is the view which I rather incline to take, because the Government would not have sufficient employment for all the young men after they had received their education.

4947. Who are the persons who are employed in the dockyards as shipbuilders; do they form a separate class, or have they been merely dockyard apprentices? — They are men who have risen in the dockyards as shipwrights; the older men, many of them, are men who did learn in the college formerly.

4948. What is the origin of the dockyard apprentices; are they the common class of apprentices, or have they any special knowledge?—They are brought in, many of them, from the Greenwich School, I think, where they receive a good education, and those boys have, generally, done very well in consequence of having received a better education while they were young; and I think that, under the improved system of education which is going on in the country, we may expect to get a better class of lads for the purpose.

4949. With regard to the gunnery lieutenants, I understand that the gunnery exercise, in every ship, is chiefly under the orders of the gunnery lieutenant, and I am desirous of obtaining your Grace's opinion as to whether it would not be a better thing, instead of there being a separate gunnery lieutenant in each ship, that every lieutenant should be required to take charge of a division of guns?—Of course that is desirable, just as it would be desirable that every lieutenant should have a good knowledge of navigation; but, as we find in practice, that we can only get very good knowledge by specially appointing an officer for the purpose, upon the same principle that we appoint masters to manage the navigation of a ship, so, I think, there is an advantage in having one lieutenant who specially directs his attention to gunnery.

4950. In each ship of a certain class?—I think so.

4951. Does your Grace approve of training brigs for the boys in the Navy?—Yes; I think they are very good as training ships for lads; they afford a means of learning in early life.

4952. It has been stated by some of the witnesses that the naval service is considered less advantageous than it was formerly; I believe that in former days when a captain was appointed to a ship, he could nominate a certain number of midshipmen, and when an admiral was appointed to a station, he had considerable patronage. Does your Grace think it would be desirable, in order to render the Navy a more attractive profession, to give more patronage to officers in command of ships?—Captains, when they are appointed to a command, nominate a cadet; they do not now name to a ship. In the same way, a flag officer nominates cadets when he receives a command. I do not think it is desirable that all the appointments in the Navy should be made by officers in the Navy; I should not consider that desirable; but I think it would be desirable to give officers a fair share of the appointments; they have latterly had, certainly, more than their share of the appointments.

4953. It has been stated that a good many years ago, when an officer was appointed to a ship, he had an opportunity of getting into his ship several midshipmen, and also appointing a good many of the officers?—Yes.

4954. Does your Grace think that it would be desirable, in order to render the Navy more popular, to give more patronage to the officers?—At the time which has been referred to, the system was for a captain to select any young lad that he pleased, and appoint him as a midshipman in his ship; those lads not having passed through any ship like the "Britannia," or any system of previous instruction.

4955. Your Grace has stated that there is no difficulty in finding officers to take the command of ships?—No difficulty at all.

4956. With reference to the naval chaplains, in whose hands is the appointment of chaplains for the Navy?—I appoint them nominally; but the way in which it is worked is this: my private secretary looks out for chaplains, and I have, since I have been at the Admiralty, obliged most of the chaplains to qualify, or, at least, I have encouraged them to qualify, as much as possible, to be naval instructors; and I did this for two reasons. I found that in small ships it was much more convenient that the same person should fill both positions; he received, in consequence, rather more pay, and it saved one cabin in the ship also. I did not consider that he then had more to do than he had time for.

4957. Your Grace, I believe, has stated that you would be rather glad if there was some superior ecclesiastical officer in the Navy who would recommend to your Grace persons as fit and proper to be appointed chaplains? — Yes, it would

would be desirable if I had an officer who had himself been a good chaplain in the Navy, and who could explain to the young men who wished to become chaplains what they would have to learn and to do; that would be an advantage; but I am afraid if there was a direct communication between the chaplain serving at sea and a chaplain-general, there would be some little complaint made on the part of the captains, and I think that whatever communications there were to be made must pass through the captain of the ship.

4958. Has your Grace read the evidence given by the Rev. Mr. Whitmarsh on that subject, and if so, do you agree generally with that evidence? —I do not like to state that I generally agree with evidence, for it may afterwards lead to great mistakes. I would much rather state what I agree with, and what I dissent from.

4959. Do you think it would be desirable that there should be an officer to discharge the functions of a chaplain-general in the Navy?—I think there would be some advantages in it.

4960. If such an officer was appointed, what are the duties that you would propose to commit to him?—I should require him to find me good chaplains, and if I found that there was afterwards complaint made of the conduct of those chaplains, I should of course blame him in some degree for his selections.

4961. Would he be of use, do you think, in instructing the young chaplains in their duties on first joining?—He might give them a general notion of what their duties would be on board ship, for, I believe, that some of them do join the ships without having any very distinct notion of what their peculiar duties will be on board ship.

4962. Mr. Whitmarsh stated that he had established a library for the men as well as for the officers on board the "Sans Pareil;" is your Grace acquainted with the effect produced thereby on board that ship?—Yes; and I believe that there are libraries now in almost all our ships for the men; and I believe they work very well.

4963. Mr. Whitmarsh also stated, that there had been a great improvement in the discipline of the ship since the library was established; does your Grace believe that that would be the effect generally of the establishment of libraries? —Yes, I believe so; but I believe that libraries are established now in almost all the ships.

4964. Have they been enlarged lately?—Yes; I think they have been increased lately.

4965. Your Grace is of opinion, as Mr. Whitmarsh was, that all reports ought to go through the captain of the ship?—Yes; I think that the captain should know everything, because he must be responsible for everything.

4966. Sir *Francis Baring.*] Can you state to the Committee the number of officers who you think would be required on the Flag List, supposing you had a really efficient list according to the ordinary notion of an Active List?—I suppose that 25 or 30 officers would be sufficient, looking at it only with reference to the number of officers who would be wanted for service.

4967. Sir *John Pakington.*] Does your Grace think that that would be enough for a time of war?—That depends upon the age of the officers, and whether admirals only were employed. I always look to the employment of commodores, as we must provide for the future, and look to bringing in younger men for the command of squadrons.

4968. Does your Grace look upon the Admirals' List merely as an ornamental branch of the Navy? —I look upon it as the branch from which you will take fewer in comparison.

4969. Mr. *Ayrton.*] Does your Grace think that if you really were to have not merely a nominally active, but an absolutely efficient and perfect list, it would be kept very much within the limits of those who were required for active employment at sea?—Yes.

4970. And that it would not be justifiable to have the list constantly reduced by removing officers who had arrived at a certain age, and to have it kept up at a number four or five times greater than was required?—I think not; I do not think that would be a reasonable system.

4971. I believe there is a rule by which an officer may become a captain in nine years after he enters the Navy. Does your Grace think that a rule like that tends rather to raise a false standard, and to justify abuse rather than to correct it?—I think it would be very undesirable to fix any limit, unless it was a limit which should only be applicable during peace, and then it is very difficult to say when this country is completely at peace. I think it is desirable that every officer who distinguishes himself should have an opportunity of being promoted, if possible, when very young. I believe that Lord Nelson was made a captain at a very youthful age; and, I believe, that if we had war again, we should find it desirable to promote officers who had had very short service. I think it would be a very great mistake to limit the power of the Admiralty in those cases.

4972. Lord *Clarence Paget.*] There is one feature in the scheme, which is called Sir John Hay's scheme, as to which, I believe, your Grace has not yet been asked a question, namely, the proposal that service in the Coastguard, and, if I remember rightly, also Harbour Service, should be given entirely to officers of the Reserve, and that officers on the Active List should not be allowed to serve in it at all. Does your Grace think that it would be quite fair to the Active officers if, after serving, perhaps, for a considerable time abroad, they should be debarred from a turn of duty at home, and which is now performed in the Coastguard by commanders and lieutenants? —I think that with regard to the commanders, it is desirable that they should occasionally have a turn of home service, say, three years in home service; I think that is desirable. With regard to the lieutenants, I do not know that it is desirable that they should be put into the Coastguard until they leave active service. It is not possible, I think, to put them into the Coastguard, unless they are tolerably efficient. The duties of the Coastguard are really very severe; they have to proceed along the coast, especially at night, to visit creeks, and bye-places, and they have a great deal of boat duty also; they have to render assistance to vessels wrecked or in distress, and they have very severe duties to perform. There is an annual return, showing the large amount of property which they have saved, and the number of lives saved in the course of the last few years. I therefore think that it would be a great mistake to make it more a retired service than it is at present; on the contrary, I think that the lieutenants in the Coastguard should be efficient men. They may go on until they are 60, as they do now, by regulation, but it is desirable that they should be efficient men, and it is not desirable

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to make that service a mere retirement from active service.

4973. Sir *John Pakington.*] Has your Grace at all reconsidered, since the day you were first examined, the opinion you then expressed, as to the number of the lieutenants. I understood you to state that you thought there ought to be 1,000 lieutenants, exclusively of those employed in the Coastguard, that is to say, 1,000 lieutenants fit for sea-going ships?—I rather incline to that opinion, but it is only a general opinion, and what I mean by it is this: I should be sorry to see any regulation made which should restrict the power of the Admiralty as to increasing the number of the lieutenants up to 1,000. I do not consider it desirable at the present time hastily to encourage them; but I am of opinion that some increase, even now, is requisite. I do not think that it would be wise to restrict the Admiralty to any number below 1,000.

4974. You entertain that opinion, not influenced by the opinion you have expressed today, that you think there ought to be 400 sub-lieutenants?—I think, from 300 to 400 sub-lieutenants would be also desirable.

4975. Your opinion is, in fact, that there should be, on the part of the Admiralty, a power to increase the lists, to such an extent, as to have 1,400 officers in those two ranks of lieutenant and sub-lieutenant?—Yes; the sub-Lieutenants' List is not limited, I think, at present; there are a great many services in the Navy in which there is no limit, and the sub-lieutenants' is one. That list, I think, should consist of between 300 and 400; that is what I have collected from the numbers required for the different ships. There are many cases in which it is better to appoint a sub-lieutenant than a midshipman, because there are certain small vessels in which there is no opportunity for study, and where you would rather select one who has made more progress in professional knowledge than take in a young lad.

4976. I do not mean to imply the least difference of opinion from your Grace; but if you consider it desirable to swell the lists of lieutenants and sub-lieutenants to the extent of 1,400 officers, does not your Grace think that it becomes more than ever desirable, in order to give those officers a fair chance of rising in their profession, that there should be every possible means adopted of facilitating promotion?—Yes; I think there should be some means adopted to facilitate promotion, and that is why I should not like to restrict, very much, the higher ranks of the Navy.

4977. *Chairman.*] Is there not a mistake in supposing that your Grace's proposition would increase the list of lieutenants and sub-lieutenants; for example, is not the establishment of lieutenants now 1,200?—Yes, it is.

4978. The sub-lieutenants are unlimited?—Yes.

4979. Therefore, by taking 1,000 lieutenants as the limit which you would not wish to be reduced in case there should be a necessity to appoint those lieutenants, by adding to them from 300 to 400 sub-lieutenants, you would not increase the lists?—No; I should practically reduce the lists; I should reduce the Lieutenants' List from 1,200 to about 1,000.

4980. Sir *William Miles.*] I understood your Grace to state that the system of naval architecture pursued in our dockyards is not quite such as your Grace approves?—It is not; but I see great difficulty in it, and probably there will be, for a few years to come, unless the private trade, which certainly is making great advances, can supply us with men possessing sufficient knowledge to take the place of those who were formerly educated at the Naval College.

4981. In answer to some questions put to you by an Honourable Member just now, I understood your Grace to say that the Government, although it would not be willing to incur the expense of a college for the reasons you have given, would yet, if a college were started by the mercantile community, be willing to contribute towards it?—Yes; I think it would be very expedient for the Government to contribute towards it if a college were really established; but I should not like to see the whole responsibility thrown upon the Government.

4982. Would it not be very easy then to select the very best of the youths so brought up as naval apprentices for Government employment, making that Government employment a prize for such apprentices?—Yes; they would probably be glad to come into the Government service, possessing special talents and fitness for it.

4983. I put some questions to your Grace the other day, with reference to the engineers, and you stated that something had been done for them; will your Grace be kind enough to inform the Committee what has been done by the Admiralty for the engineers?—Yes; there was a regulation which formerly governed the rates of pay of the engineers, and we have lately considered it desirable to improve the position of the engineers in every grade, including the chief assistant engineers, so that they shall rise according to the size of the engines in the ships in which they are employed; that will give them an increase of pay; and, in fact, they will be promoted from ship to ship, from 200-horse power ships to ships of 700-horse power, and they will rise in rate of pay according to the size of the engines they have charge of. It is of great importance that engineers should be induced to take great care of their engines, and we thought that encouragement of that kind would be fair to the men, and be attended with economy to the public service.

4984. Their promotion will then depend a great deal upon the reports made by the captains of the ships?—Yes, as to their management of the engines.

4985. Sir *John Pakington.*] Have you made any rule, or, if not, have you formed any opinion as to the length of time that sub-lieutenants ought to serve in that rank?—My impression is, but it is rather an impression collected from the opinions of the officers who have had them on board their ships, that we promote them a little too soon now. The want of lieutenants has obliged us to promote them rather sooner than they ought to be; they hardly ever serve above two years; and a few months' more service in the lower rank would be better.

4986. I collect from your Grace's answer, that there is, in fact, no rule; but you think that they ought to serve for at least two years?—I certainly think so.

4987. Sir *John Hay.*] If your Grace will refer to page 11 of the printed paper, you will there find, I think, an explanation of the reply which you gave as to the Reserved List not having been included. It was found, on an examination of the lists, that there were 90 commanders who were

were supposed to be on the Reserved List and fit for service in the Coastguard and packet services, and 80 lieutenants in the same position, and their pay is calculated in the column of full-pay. Would not that modify your Grace's objection? —From this I gather that 80 lieutenants are supposed to be all that are to be employed in the Coastguard and packet services.

4988. Yes; they would be on the Reserved List, according to that plan?—But 80 lieutenants would not be sufficient.

4989. With regard to another point, the age of the vice-admirals. Your Grace will find, if you will look at the list, that Admiral Smart, now commanding with temporary rank in the Mediterranean, would have been five from the bottom of the list on the list of vice-admirals, and would not have been included in the retirements at the age of 65 for rear-admirals?—That may be so.

4990. It is commonly reported that Vice-admiral Smart was not the first officer to whom the command which he now holds, was offered, and that a distinguished vice-admiral was sounded as to whether he was willing to accept it, and that he, for certain reasons, declined the appointment? —Yes; I did not wish to appoint Rear-admiral Smart, as a rear-admiral, to that position, without offering it to certain admirals who were above him, because it would have appeared a slight to them.

4991. Your Grace's desire would have been to have appointed a vice-admiral to that command, but it was not possible to find a vice-admiral who was willing to accept it, and who at the same time would have appeared to be, in your Grace's opinion, a fitting officer to hold the appointment?—I do not know exactly that; I inquired respecting one or two. I thought it was desirable, at least, that they should not be passed over; but I do not know that I could not have found a vice-admiral for the command; that I am by no means prepared to say.

4992. That is to say, your Grace is of opinion that it was possible you might have found one vice-admiral who would have accepted the appointment, but it is doubtful whether the appointment of that officer would have been satisfactory to your Grace or to the country?—I thought it was desirable to have an officer who was specially fond of being at sea with the fleet. There are many other officers, no doubt, who would be very good for certain situations; but I did not consider them so good as the one I selected.

4993. Referring to one of your replies to the questions put to you by the Honourable Member for the Tower Hamlets, did not the increase of the pay and half-pay to which you alluded principally benefit the civil officers of the Navy, not being applicable to the ranks which are immediately under the consideration of this Committee? —No; I think not. I think that what has raised the half-pay very much is the large proportion of officers who are now in the higher ranks of the Navy. I showed that, I think, in the observations which I made upon the proposed scheme. At page 26 of my observations I showed the large per-centage of officers who are in the higher ranks of the Navy; and, of course, as they are in the righer ranks, they receive a higher rate of pay; that, I think, is very clearly pointed out.

4994. Is it not true, generally, that of late, by pressing their complaints, the civil ranks, and especially the surgeons, have received a very large increase of pay which has not been accorded to what are called the active branches of the service?—The medical department and the surgeons did receive, by the scheme of 1859, a very large increase of pay, and various schemes have been brought forward; that was one that was limited to one branch of the service, giving them certain great advantages.

4995. Was not that owing to the fact that at that time there was considerable difficulty, there being, as it were, a strike amongst the medical men of the country, who declined to give their services to the Navy?—I think there had been, at various times, complaints and representations that their pay should be increased; I am not sure whether, in 1859, it was necessary; I was not at the Admiralty when that increase of pay was made.

4996. Is your Grace aware that there was a notification, or an opinion strongly expressed by the teachers of that branch of education in the Scotch universities, to the effect that until the surgeons received that for which they clamoured, the young men were not to offer their services to the Navy?—I was not aware of that.

4997. Was it not owing to the complaints which were urged by those officers that they obtained the benefits which were accorded to them? —I think it was desirable to improve their position in point of pay; their position, in point of rank, was attended with very considerable difficulty.

4998. Is it not probable that if their complaints had not been made known, they would not have received the boons which they did receive?—I think, perhaps, that they might not; but if their complaints had been submitted to the Admiralty, I think the First Lord would have looked into them.

4999. The success which attended their efforts, naturally suggested to other ranks that they might as well adopt a similar course?—I think it was so; I think it went further; I believe that what had been done in the Civil Service a good deal tended to that.

5000. Is it an easy thing for the junior classes in the naval profession to make their wants known to the Admiralty?—No; it is of course difficult; it is a very delicate subject for them to undertake. It is a subject on which the Admiralty are anxious to know the exact truth; but it is a delicate subject for the junior branches of the service to bring forward, especially when it looks like a combination.

5001. Was it not, upon the whole, the least objectionable mode in which their complaints could be made known to the Admiralty; the mode that was adopted being by a civilian suggesting the points to be taken into consideration? —I think not; I think that a civilian sending round and asking for contributions—in truth, to agitate for an improvement of their pay and their position, was an objectionable mode of proceeding. I think that if any officer of high standing in the Navy had consulted the lieutenants, and had then laid before me the position in which he considered they were placed, that position would have been looked into with regard to the lieutenants, or captains, or any other class of officers.

5002. Since your Grace has been First Lord of the Admiralty, has not the Honourable Member for the East Riding, Admiral Duncombe, laid

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laid certain complaints of the lieutenants before you?—Yes; and they were attended to; some of the things that were asked for were granted.

5003. A small proportion?—Yes.

5004. I believe there is no established and recognised mode by which officers can make known their wants to the Admiralty; there appears to be a link missing?—I think there are no means of doing it in the Navy any more than there are in the Army; they can do it through their superior officers.

5005. Individually?—Yes.

5006. Was not the success of the application made by the surgeons owing to the united efforts of a class?—I am not aware what led to it. If they could not get surgeons, that may have led to an increase; but it was done by men outside the service, not within the service.

5007. Is it not, upon the whole, better that discontent should be made known than that it should be suppressed?—Yes; but I do not think that under the pretext of allaying dissatisfaction you ought to agitate to produce dissatisfaction.

5008. Had it not already been made known by a memorial from the captains serving in China, and by two memorials from the lieutenants, that such dissatisfaction did exist?—There had been some complaints regarding the position of the officers in different situations, and many of these questions had been under consideration at the Admiralty, and they had led to various special measures of improvements which were in course of being made.

5009. Sir *James Elphinstone.*] Your Grace, I think, stated that officers ought not to fall back upon the conditions on which they entered the service?—I think that when officers have entered the service on one condition, and they see subsequent improvements made, they ought not to be dissatisfied with those improvements; they ought to acknowledge the advantages which they have gained, instead of merely pointing to some measure that seemed to injure them, without also pointing to the measures by which they have been benefited.

5010. Are not naval officers when they enter the service far too young to appreciate the duties which they undertake?—Many of them are of naval origin, as I may say; they are put in by their fathers, who know exactly the position in which they are placing them, and, as soon as they are made sub-lieutenants and go to sea, they know pretty well what their prospects are in future life; they soon learn amongst themselves exactly what their position will be, and indeed, I believe, that many of them, before they leave the "Britannia," are pretty well aware of that.

5011. Is not education a very great object to officers in the Navy, and are they not, with that object in view, induced to place their sons in the service?—Yes; one great inducement to officers is to get rid of their sons very early in life, and see their sons, as it were, provided for.

5012. But the result is, as your Grace has seen, that a very large number of young men leave the service when they find out the responsibilities and duties which it is likely they will have to undertake?—I do not think it is merely the responsibilities which lead to it. I believe that many of them do not like the sea; that they find it is a rough life, and not so pleasant as they thought it would be, when they read Robinson Crusoe, or some other similar books.

5013. Do they not find also that it leads to nothing, or next to nothing?—It leads to very little; but that is of course the case both with the Army and the Navy; neither of those services are profitable, and the men who go into them will not rise to the same position, as if they entered into other professions or trades in the country.

5014. The young men who go into the Navy are those who are dependent upon their emoluments to enable them to get on; they have very rarely fortunes of their own?—A good many gentlemen put a son into the Navy who have very good means of providing for him; but they rather like to have one son in the Navy. I receive a good many applications from country gentlemen who are perfectly well able to provide for their sons, but who wish to put one into the Navy.

5015. Your Grace has stated that the duties of the Coastguard are very severe: you have also alluded to the Report which is annually laid before the House of Commons, showing the amount of life and property which has been saved by that branch of the service?—Yes.

5016. Is it then fair, under those circumstances, that the officers who are employed in that severe service should only be entitled to count one-third of their time in that service?—As it is desirable that officers should not be induced to go into the Coastguard, and leave the active service, I wish therefore to give an advantage for active service over the Coastguard service. Whether or not the Coastguard pay is sufficient, is of course a question upon which different opinions may be entertained; but, whenever that question is considered, you must consider it also with reference to retired pay. The retired pay, as I have already shown, of officers in this country is far better than it is in the French Navy, although the active pay may not be so good; but the two things must be taken into consideration together, in order to form a just opinion upon the subject.

5017. In the civil service, every day that a gentleman serves counts towards his retirement?—Yes; but the civil service has not, at the same time, the same inducements: a man does not rise to the same honourable position which an admiral or even a captain in a high command does, nor has he the same social position. The Navy, as well as the Army, offer different rewards and different attractions to men compared with what the civil service does; but the civil service, in point of pay, has in many respects advantages.

5018. What is your Grace's opinion as to the commanders' time, or any part of it, being allowed to qualify for a flag. I will give an instance; the case of Admiral Trotter; he commanded a squadron for 12 months on the coast of Africa, the squadron consisting of eleven vessels, and he was the senior officer; but he lost his active flag by a very few days of his service, and he was not given credit for his time. Is it your Grace's opinion, that such a system as that can be conducive to the good of the service?—I think that you may always find some cases that are very hard; you cannot draw a line anywhere that will not strike hardly upon somebody. Admiral Trotter's case was, no doubt, a hard one, but I think the general rule is a good one, for the general purposes of the service.

5019. In the cases which your Grace read to the Committee, I think most of the commanders, before they attained the rank of captain, had served

served, on an average, about six years as commanders, and, at their age, it is not likely that they will be able to obtain six years more of employment as post-captains. Would it not, therefore, be fair to allow them some portion of their time, say one-third of it, over and above the time necessary to qualify them for post-rank?—There might, perhaps, be a regulation made to give commanders the value of the time they had been in any important commands, to let their time count; but that is a question which I have not directed my attention to, as to altering the rule. I found the rule at the Admiralty, and I think, upon the whole, the rule works well; whether it might, with advantage, be modified, I have not sufficiently considered.

5020. When you find commanders, who make themselves exceedingly useful in that rank, who are continuously employed, many of them for eight or ten years, does it not appear unjust that no part of their time should be credited to them in serving for their flag?—When they have served very long as commanders, I would rather let the time count for their retirement than for their flag, looking to the good of the service; supposing them to have served a long time as commanders, they must be old men before they come to their flags, and we have established that their time does count to some extent, and the regulation might perhaps be improved; but I would rather let them serve for their retirement than for their flag; I think the value of the time might fairly be admitted to the officers.

5021. When the circumstances of the service require a large outlay of money, whether for a new system of construction, as in the case of the iron ships, or for the purpose of retiring and providing for officers, is that a question which the First Lord of the Admiralty brings before the Cabinet, or does he negotiate with the Treasury as to whether it will be convenient that the money should be so applied?—The Admiralty first apply to the Treasury, and then, if it were a large matter, the First Lord would mention it to the Cabinet; but if it were a small one, and the Treasury saw no difficulty in it, he would go on without seeking for any further sanction from the Government.

5022. All great outlays of money would necessarily be discussed in the Cabinet?—Yes; because the estimates are always submitted to the Cabinet, and the great features of them are pointed out.

5023. If there was anything that was considered a matter of great political importance, that would be submitted to the Cabinet, and discussed?—Yes.

5024. And the Chancellor of the Exchequer would be overruled if he were unreasonable?—The Chancellor of the Exchequer would have an opportunity of stating his views to the Cabinet, and the Admiralty would state their views.

5025. As to manning the Navy, your Grace has stated that it was much more easy to man ships at the present time than it was before; is that because of the greater redundancy of seamen, or because the condition of the men has been very much ameliorated and improved?—I think it is chiefly because the seamen feel more satisfaction with the service. I do not know that there is a smaller supply required in the mercantile navy; on the contrary, I believe that there is the same amount; but I believe it is due to the seamen being more satisfied with their position under the Admiralty than was the case in former years.

5026. The recommendations of the Commission for manning the Navy in giving additional advantages to seamen, and also the creation of the Naval Reserve, have introduced a feeling of satisfaction in the minds of the maritime classes, in consequence of which your Grace finds it more easy to man the ships?—Yes; I think that the report of that Commission was of great value, and that it has done a great deal of good.

5027. Is it the intention of the Government to establish a naval college?—There are difficulties in the way of a naval college; first of all, it is very difficult to find a situation which would be exactly eligible for a naval college. You want a position where you can have access to the sea; and, if there was an opportunity of visiting a dockyard, that would be an additional advantage; but you must have a spot where boats and small vessels would be accessible to the students from the college. Then there is another difficulty with regard to a college: that, whereas if you establish a college in a ship, it will be limited to the size of the ship; if you establish a college on shore, I do not know how far it will extend, unless it is put on a very good footing, having houses for various purpose, tutors' houses, and so forth. I think it would be a growing and future expense, and that has a little alarmed the Treasury with respect to a college on shore.

5028. Does your Grace think that it would be possible to make it self-supporting, by permitting young gentlemen from the Merchant Service to qualify themselves in the scientific branches of education?—I think, if it were well arranged it, might, to a great extent, be made self-supporting.

5029. And at the same time afford accommodation for officers who desired to work up in the scientific branches when they had leisure time?—Yes; I think it might be made to a great extent self-supporting if it were put on a good foundation. I have often had the subject before me, and there are certainly many difficulties connected with it; for example, the first question is whether there should be a naval officer at the head of it, or a teacher. If I placed a naval officer at the head of it, he might probably not be the most fit for educational purposes; whereas, if I placed a schoolmaster at the head of it, he would not attend sufficiently to discipline; and if I had both, there might be differences occurring between them, and difficulties might arise; there are many difficulties which, when I have gone into the matter, and have put questions to officers, have appeared to me to be such as to require a good deal of consideration before I came to any conclusion.

5030. Admitting it to be a matter that requires a considerable deal of deliberation, might not a military governor be placed over the college for the purpose of maintaining discipline, while the instruction might be carried on under his general orders, in the same way as at Sandhurst?—Yes, that is the system which must I suppose be adopted; but it requires a good deal of arrangement to make it work satisfactorily. I am myself inclined to a college, but I think it requires a good deal of consideration; first, as to its locality, and next as to its establishment.

5031. Sir *William Miles*.] Has your Grace's attention been directed to the establishment at Sandhurst?—Yes; I referred to it the other day as being the sort of establishment that we must look to, in case of a college being established.

Duke of *Somerset.*

19 June 1863.

5032. Sir *James Elphinstone.*] Your Grace, I think, has stated to-day that many officers suffered from a deficiency in their means upon various stations. Your Grace is aware that in the East Indies batta has been entirely taken away from the naval service, although at the same time it is retained in the military service?—Yes, I am aware of that; and, of course, when we found it was to be taken away from the naval service, we remonstrated and tried to obtain it back, but the India Office would not give it to us.

5033. Have we not undertaken the defence of the Indian territories, the service in the Persian Gulf, and other services connected with the territories of India under Her Majesty's Government?—Yes; we have undertaken those duties; but the Indian Government state that that is an Imperial purpose, and that, in fact, they have no dangers to guard against at sea from any power, except from an enemy of Great Britain; and that, therefore, the defence of India is an Imperial service, and one for which the empire is bound to provide.

5034. Can your Grace state whether the naval services which were rendered by this country to the territories which were formerly designated the territories of the East India Company, are in any way renumerated by the Government of India?—No; I think it is much the same case as the naval defence of all our colonies which we have to undertake, and towards which we get no help from the colonists.

5035. Sir *John Hay.*] Are there, not some colonial allowances in other parts of the world paid to the Navy?—I think there were some allowances in Australia, but I believe they have been discontinued.

5036. Must it not be a cause of dissatisfaction to the Navy that military officers should be receiving a very large amount of emoluments, and which the Navy up to a recent time also received, but of which they have been subsequently deprived?—Yes; of course it seems hard upon the Navy, but the circumstances of the case I must say are different.

5037. Is it not a matter of great importance that the Navy should have no just cause of dissatisfaction?—I think that to this extent the Navy may say, If any of the distant stations are attended with great additional expense, it does give them a claim for consideration with reference to the commands of those stations.

5038. I suppose your Grace has read Sir James Hope's evidence?—Yes.

5039. Mr. *C. Berkeley.*] Your Grace has been asked some questions with reference to the Paper numbered 10, containing the calculations of Mr. Willett, an actuary?—Yes.

5040. Allow me to call your Grace's attention to table 4 at the top of page 3, showing the ages and number of years when 39 rear-admirals will retire at the age of 65?—Yes.

5041. Apparently, that calculation has been made upon the supposition that all those rear-admirals are to remain rear-admirals until they attain the age of 65?—I suppose so; if they are to retire at the age of 65, they will remain till they are 65.

5042. If any of those rear-admirals are promoted to the rank of vice-admiral, they will remain on the list until they become 70?—Yes; it seems to show that 39 rear-admirals will retire at the age of 65; how many rear-admirals are to be promoted during those years, I do not know.

5043 *Chairman.*] In answer to question 4612, your Grace stated, "I would not mind putting in a paper which I have prepared, and which I have submitted to different persons, in order to look into it; my object would be that the Committee should arrive at a correct conclusion, and if it has been wrongly calculated in any way, it would be very desirable to show that." That is a paper with reference to Sir John Hay's plan, giving a calculation as to the times at which the retirements would take place; would your Grace mind putting that paper in?—It was drawn up by Captain Moore and some others; I believe Captain Moore will probably come before the Committee, therefore it will be more convenient to get it from him than from me.

Martis, 23° die Junii, 1863.

MEMBERS PRESENT:

Mr. Ayrton.	Sir W. Miles.
Sir Francis Baring.	Lord Clarence Paget.
Mr. C. Berkeley.	Sir John Pakington.
Sir James Elphinstone.	Sir Harry Verney.
Mr. Finlay.	Mr. Walpole.
Sir John Hay.	Sir Henry Willoughby.

THE RIGHT HON. SPENCER H. WALPOLE, IN THE CHAIR.

Admiral Sir GEORGE FRANCIS SEYMOUR, G. C. B.; called in, and Examined.

Admiral Sir *G. F. Seymour*, G.C.B.

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5043. *Chairman.*] YOU are, I believe, a full admiral in Her Majesty's Navy?—Yes.

5044. Have you not also been a member of the Board of Admiralty?—Yes; I was a member of the Board of Admiralty from 1841 to 1844.

5045. Lord Haddington was then, I think, the First Lord?—Yes, he was.

5046. Has your attention been called in recent years to the system of promotion and retirement in the Navy, with a view to making that promotion more steady and more equable?—It is a subject which has attracted my attention in common with every other officer in the Navy, but more particularly since Sir John Pakington propounded a plan for effecting those objects in 1858, and since Sir John Hay has also brought a plan before this Committee.

5047. You are aware both of Sir John Pakington's plan, which was submitted to the Board of Admiralty, and also of Sir John Hay's plan, which has been laid before the Board of Admiralty?—Yes; but I cannot describe Sir John Pakington's plan as a plan that was laid before the Board of Admiralty to my knowledge. It was first communicated to me in a manner which very much excited my surprise; it having been sent to officers under my orders, confidentially, at Portsmouth, and not to myself, as admiral at the port, but I did not personally see it at that time.

5048. By that plan, I think, it was suggested that a system of retirement on account of age should be introduced into the different ranks of the Navy?—That was one of the principal ingredients of the plan.

5049. And the system of retirement so to be introduced, or so recommended to be introduced, was applicable, according to that plan, to all the ranks in the Navy?—Yes.

5050. Are you aware of an Order in Council being made in 1860, which introduced into certain ranks of the Navy a system of retirement on account of age?—I have seen it, and that officers of the age of 60 on the Captains' List are retired.

5051. Are you also aware that by that plan, captains are not absolutely retired at 60; if they have had a certain amount of service, they are not retired at that age?—In a general way, I am; but I cannot say that I have made myself master of that particular Order in Council.

5052. The plan which has gone by the name of Sir John Hay's Plan before this Committee would extend the principle of the Order in Council, which introduced a system of retirement by age into the lower ranks of the Navy, not only below the Flag List, but it would extend it to the Flag List also?—Yes, it would.

5053. Have you formed any opinion upon that point, as to the propriety or advantage, or otherwise, of extending the principle of the Order in Council of 1860 to the Flag List?—In answering, I must give my opinions as if I was in a different situation than I am, as if I could influence the adoption or rejection of these plans; and I must begin by expressing my doubts whether I should have concurred in that Order in Council of 1860.

5054. I understand by that answer, that you would have entertained a doubt as to the principle introduced in the Order in Council of 1860 of retiring officers by age at all?—I should.

5055. By the Order in Council of 1860, you are also aware that the ranks below the rank of captains (the ranks of commander and lieutenant) are also retired by age?—Yes.

5056. With regard to those two ranks, it is absolutely compulsory upon them to retire when they attain a certain age?—Yes.

5057. To go back to the point you were adverting to, namely, the propriety, or otherwise, of introducing the system of retirement on account of age, you were going to intimate to the Committee that you doubted whether that principle ought to have been introduced into the Navy; am I right in that?—Yes; as when there are officers fit for service, the aged need not be called upon to serve.

5058. Will you be good enough to state to the Committee your reasons for thinking that the introduction of that principle has not been, in your opinion, to the advantage of the Public Service?—That point being carried, I have thought more upon the principle involved in retiring the flag officers.

5059. The extending of that principle of retirement to the flag officers is what I understand you to say you do not approve of?—I do not approve of the compulsory retirement of flag officers.

5060. For what reasons do you disapprove of the extension of that principle to the rank of

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flag officers?—I disapprove of it on these grounds, that there are now on the list a sufficient number of flag officers for all the purposes of the nation, of one rank or the other, fit to serve; and I think that the removal of a number of officers, to enable others to be promoted who are not required for service, is unnecessary. I think there is a dilemma in the case; if you lessen the number of officers, as is proposed in Sir John Hay's plan, you do not hasten the promotion; you rather check it.

5061. Will you explain to the Committee in what way you think promotion would rather be checked, supposing Sir John Hay's plan were introduced?—In the first place, I understand that 40 of the oldest officers are to be retired without their places being filled up; and it is clear that the 40, under the same circumstances that I am, are exactly the 40 who are most likely to die from age; therefore the captains would lose the chance that they would have by the death of the senior officers of the fleet, when each vacancy as it occurs is filled up by the promotion of a captain.

5062. But they would equally have a chance by the death of the officers, as well as the retirement, if the plan were introduced?—No; Sir John Hay's plan, instead of leaving the admirals at 100, brings them down to 60 or 63.

5063. Then what you mean is, that a reduction of the list will retard the promotion?—Yes. Then, on the other hand, if you retire, compulsorily, a great number of officers, and still keep up your number at 100 or 75, you commit a great public extravagance if the officers are not wanted for employment; and you strand, if I may use the phrase, an additional number of admirals on half-pay who might be employed as captains.

5064. Sir *John Pakington.*] If not promoted?—Yes.

5065. *Chairman.*] Do you think that a reduction of the List of Admirals to the number of 60 is such a reduction as would probably supply a sufficient number on the Active List for all the exigencies of the Service?—I think it more than sufficient. Fifteen are now employed; in war, about double that number, or 30, might be required, and some men (say 20) for reliefs. This supposes only such as are fit to go afloat are to be retained. I wish to take this opportunity of mentioning that I think the Active List is a misnomer (as applied to that 100, it certainly is), in fact; but the words "Active List" used not to be applied to it; it was called the General List of the Navy till of very late years.

5066. When were those terms "Active List" introduced?—I believe it has only been called the Active List in the published List within the last two years; certainly it has been only so distinguished within these 20 years. I apprehend that the terms Active List apply to a distinction that was made when an officer came to the head of the Captains' List, and it was determined on which list he should be placed. If he had not served his time, as it is called, he was placed on a Retired or Reserved List; if he had served his time, he was placed on what was called, in contradistinction to the Retired List, the Active List. But I believe that there were as many octogenarians upon what is now termed the Active List, when it was first formed, as there are now, and that it is not an unusual case that the officers when they come to the head of the List should be very old men.

5067. The Flag List is put into three divisions, is it not?—Yes, it is.

5068. Do you approve of keeping up the distinction of those three divisions in the Flag List?—Do you mean the distinction between admirals, vice-admirals, and rear-admirals?

5069. Yes; do you approve of the division of the Flag List into three ranks?—Yes, I do. I cannot say, if it was to be established for the first time, that I should think more than two absolutely necessary; but all the navies of Europe have that distinction now, and its uses are perfectly understood; any alteration would make it very difficult to arrange the amount of pay, which should not come to the higher rates at once. I think also, supposing the officers were all of the same rank, that it would not contribute to due subordination amongst them; they might possibly (I am unwilling to use the word) intrigue, but it might induce the junior officers to look sooner to obtaining a chief command if a senior was removed.

5070. Do you think that an amalgamation of those three ranks would operate prejudicially in the Navy when admirals were serving on a foreign station with other foreign fleets, and acting in co-operation with them?—I think this difficulty has been applied rather to the incovenience resulting from the British officer not having the superior rank, and that it has even been said that they would be subject to the orders of the superior officers of another nation. I apprehend that there is no question of command and obedience between officers of different navies, any more than there was between Lord Raglan and Marshal St. Arnaud in the Crimea. The strength of the force that each nation can supply must increase the influence of its commanders in council, but there is no relative superiority or inferiority between them. I have served where there were foreign flag officers, and I never saw it assumed on either side. There is another distinction in regard to the French Service, that a French admiral, in joint expeditions, has been made subordinate to the general, which is not the case in our Service.

5071. It has been stated to this Committee that there are certain stations which have usually been filled by vice-admirals, and which have recently been filled by rear-admirals with local rank?—Yes.

5072. Do you see any objection to that system being adopted?—I see no objection to it whatever, and I think it has some advantages, where there is any difficulty in finding an officer of the superior rank.

5072*. Will you state what the advantages are?—The advantages are that the Admiralty take the man that they think the most fitted, and that the additional expense to the country is only applied to the officer actually required, and serves to make their pay more equal to their expenses.

5073. It is a temporary expense added, instead of a permanent one?—Yes; and the permanent expense would be more widely diffused.

5074. His Grace the Duke of Somerset stated to this Committee, that he looked upon the Admirals' List as one entire list, out of which the First Lord could recommend to the Crown either rear-admirals or vice-admirals, as the case might be, for any appointments to which they were assigned. Do you look upon the Admirals' List in the same light?—Not quite; I should always take

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an officer of a higher rank in preference, supposing that he possessed the necessary qualities.

5075. You would look to the Vice-Admirals' List as a list from which you would appoint officers usually to stations, supposing that they had the necessary qualities in them?—Yes, for foreign stations, where it has been usual to have officers of that rank.

5076. You have stated that you approve of the division of the Flag List by rank; but I think you have not mentioned yet to the Committee whether you approve or not of the division of the Flag List by colours?—It is not a very important question, the division of colours; they certainly cost a great deal of bunting; but the distinctions of squadrons by colours are useful in large fleets, and also when you come to employ divisions of gunboats; but I do not think it a matter of great importance.

5077. Are you aware of the present number of officers on each of the different Active Lists?—They are very unequal.

5078. In the different ranks of the Navy there are 100 admirals, 350 captains, 450 commanders, and about 800 lieutenants: for the good of the Service, and looking only to that point, are those numbers, in your opinion, the best suited for the Service?—Those numbers appear to me to be working well according to the present plan; but I doubt about the number of lieutenants being sufficient to meet hostilities; it certainly would not be sufficient.

5079. There has been considerable conflict of opinion among the different naval officers as to the number of lieutenants who ought to be on the Lieutenants' List. Having regard to the good of the Service, both in a time of peace and in contemplation of war, what is your own opinion upon that point?—I do not see any reason for putting them beyond 1,000, certainly not in peace time.

5080. Should you say that 700 were too few?—Certainly.

5081. When you say that 700 are too few, do you mean that they are too few for the whole of the Lieutenants' List, or that they would be sufficient if you had 200 or 300 on the Sub-Lieutenants' List; in other words, in addition to the 1,000 that you recommend to be on the Lieutenants' List, how many should there be on the Sub-Lieutenants' List?—I am not friendly to retaining officers long on the Sub-Lieutenants' List. I look upon it that an officer improves much more rapidly, and in all respects, after he has the charge of a watch; and I have certainly observed that there are more young men that get into scrapes and difficulties after they have passed their examinations and before their promotion than at any other time.

5082. When you spoke of 1,000 lieutenants, did you mean to include those employed in the Coastguard?—I did.

5083. You have just given your opinion as to the impolicy of continuing the sub-lieutenants long upon that list. What is the period of service that you think best for them on that list before they obtain their promotion?—There is no time fixed at present; I would rather leave that to be determined by the wants of the Service. It is quite clear that if you had a war to-morrow, every sub-lieutenant would at once be advanced if you made no rule against it.

5084. Some of the promotions are called Board promotions, and some are promotions which are made by the admirals, called haul-down promotions?—Yes.

5085. What is your opinion of those two classes of promotions; do you approve of the Board promotions?—Yes, I do. I must say, and I say it in the presence of the former First Lord, who made a proposal with the object of doing away with the Board promotions, and with haul-down vacancies, that I think it was the most unjustifiable part of his scheme.

5086. Will you explain to the Committee what you mean by that?—I think that the Board had the power of weighing the conduct of the officers in successful battles, of which they were fully competent to judge; and putting it into the hands of the First Lord, whose patronage is more likely to be applied to general objects, was to be deprecated, and was against the interests of the Navy; and I thought the proposal to take away the hauling-down vacancy, which has been allowed to admirals who have performed their duties to the satisfaction of the Admiralty, injurious and ungracious to the officers; and I thought it must have been the idea of some disappointed officer, although I quite acquit him of such intention. I think, on the contrary, that it would be far better if the admirals on foreign stations, in addition to the power of appointing to death vacancies, were ordered periodically to report to the Admiralty, the commanders, lieutenants, and sub-lieutenants under their orders, and whom they considered most deserving of advancement, with their motives for recommending them to a favourable consideration. The power of flag-officers and captains who are serving also requires, in my opinion, to be strengthened instead of being weakened, which may be done without questioning the superior authority of the Admiralty. With regard to the application of the haul-down vacancies, I should be very sorry to see the admirals deprived of the opportunity of occasionally advancing a relative when deserving, as it often compensates, in some degree, for the anxieties and difficulties they encounter; but I deny that the promotion of relations is the rule, as I know that that has been imputed to officers. I should like that the Committee should hear something of my own haul-down vacancies. I have had three commands.

5087. Speaking of your own experience, do you believe that the haul-down vacancies were given according to merit, when those vacancies were filled up?—I have no objection to mention the application of my own haul-down vacancies, on coming off from stations, and also of the way in which I filled up the death vacancies which occurred when I was serving on the stations. With regard to the first station, the officer to whom I gave a haul-down vacancy had been 11 years a mate, seven years a lieutenant, of which time he was for a year-and-a-half acting commander of the "Collingwood," my flag-ship. The Admiralty refused to confirm him at the time that Lord Auckland was First Lord, and I felt obliged to repair their injustice, as I considered it, by giving him a haul-down vacancy. The second was a lieutenant of eight years' standing, who has since distinguished himself in China, and is now commanding one of the finest frigates in the Mediterranean. The third was a lieutenant of 10 years' standing, whom I made because his uncle, Sir Pulteney Malcolm, had been a most useful example to me when I was his lieutenant in the earlier part of my life. There are some others that I promoted on

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on stations, which I can go into if the Committee desire it.

5088. In all those cases which you have mentioned, the promotion was given to deserving officers; but have you any reason to think that any other haul-down vacancies and promotions are not given upon the same principle?—I think that they are very often given to relatives, if deserving. I do not question its propriety. The the first flag-lieutenant that I had was a nephew, who has since served with distinction in most parts of the world.

5089. Your great reason for desiring to preserve the haul-down vacancies is to enable an admiral in command to reward deserving officers who have served under him?—I think that taking them away would very much lower his situation, and be a bar to his usefulness.

5090. Would it weaken his authority?—Yes; The naval First Lord, who was at the Admiralty at the time the proposal was made, was strongly against it, and he made this remark: "What are the advantages of the upper ranks in the Navy in proportion to their responsibilities and privations? All that remains is the power of helping a deserving officer; deprive them of that, and they will have little motive to accept a command." That was Sir William Martin's observation.

5091. With regard to Board promotions, must not the First Lord practically be also responsible for those promotions?—I think he certainly must share in the responsibility, for they would not be made without his concurrence.

5092. Virtually, then, the promotions are, at the present time, in the hands of the First Lord, upon the recommendation of the naval officers on his Board?—When I was examined before the Admiralty Committee, I recommended that they should remain so; but I also recommended that the First Lord of the Admiralty should always indicate his intention to the members of his Board, in order to give them an opportunity of expressing their opinion upon them. I have heard, but I do not know how accurately, that when the Noble Duke, now at the head of the Admiralty, was examined before the Committee the other day, he stated that such was his practice; that he called the members of his Board into his room and examined the different claims in their presence, which I was very happy to hear.

5093. That, in your opinion, is the best way in which promotions could be made?—Yes.

5094. A good deal of evidence has been given before this Committee with regard to the education of the cadets; have you any opinion to offer upon that point?—I do not consider the present plan a faulty one.

5095. Do you approve of the present plan as it is now practised?—There are some advantages in connexion with living on board a ship like the "Britannia;" there are others with regard to a playground, and things of that kind, which would be better obtained by a naval college; but with either ship or college, more of the time should be passed in a training brig. I think the time should be two years or 18 months, instead of 15 months, which it is at present.

5096. Could you not combine a training college with a training brig?—Yes.

5097. You could attach a brig to a college, could you not?—Yes.

5098. Should you like a naval college to be established in that manner for the education of cadets?—Yes, I think it would be a very good thing; I think that the present education is very good in the "Britannia," and might be continued in a college. I should not like the college to be either in a seaport town or in a dockyard; but it should be established, I think, at some place where there would be anchoring-ground for a brig in the vicinity; and I wish to take this opportunity of saying that I think, if the examinations are to be continued of the same stringency as at present, a second chance should be given to the lads passing out of the "Britannia," or a college, which may be substituted, as well as upon the first admittance, where a second trial is now allowed. It is unfair, I think, to make a young man's destination and success in life depend entirely upon his readiness on any particular day to reply to questions which go to the furthest extent of the knowledge he is expected to have acquired.

5099. In Sir John Hay's plan, one recommendation was, and some evidence has been given before the Committee upon the same point, that the position of warrant and petty officers should be improved, and that many of the duties which have heretofore been performed by sub-lieutenants and midshipmen should be entrusted to those officers. Have you any opinion to offer to the Committee upon that point?—I made a memorandum upon that subject, which I will repeat. I think that the object of the proposal No. 10, in Sir John Hay's plan, would be best attained by a new class of petty officers, who would not expect, like warrant-officers, to have cabins. They should be selected from intelligent men who had shown a disposition to acquire knowledge in the gunnery schools, or from the more promising younger petty officers. They might be rated second gunners, and assist to carry on gunnery instruction in the ship; but, as that rating might occasion some feeling on the part of the gunners' mates, it has been suggested to me that they might be called mates; they might do much of the work, according to their numbers, which is at present entrusted to the sub-lieutenants and midshipmen; messing together, or forming a mess with the superior petty officers; they would be also eligible to receive warrants as gunners or boatswains, if that appeared to be the best line for them, after a certain term of service. Any possessing superior abilities should be permitted to offer for examination for sub-lieutenants, also after certain services as a mate, and, in case of war, or a demand for officers of that class, they would prove a very useful reinforcement, as they would enter older, and without the early expectation of coming to high rank, the attainment of the rank of lieutenant would probably satisfy their objects. But there should be no bar to such officers for distinguished service obtaining the higher rewards. It has very often occurred to me, when I have reflected upon the instances of those who, commencing as foremast-men in the Navy, formerly obtained high rank, of which there were several instances in my younger days, although they have become now almost unknown, that this has arisen from the concentration of all the patronage, even for cadets and midshipmen, at the Admiralty; the stringency of the earlier examinations, and the pressure for cadetships from the wealthier classes. When the captains had the choice of the midshipmen, a particularly promising young seaman was often put on to the quarterdeck. I have done so myself, in a frigate, with

with very good results. I believe that the class of petty officers which I have now ventured to recommend might furnish a substitute, after a gradual trial, and that it would tend to facilitate some reduction in the number of the cadets, and ultimately, perhaps, lessen the claims for advancement to the higher ranks.

5100. A good deal of evidence has been given before the Committee in favour of the appointment of a chaplain-general of the Navy, as there is in the Army; do you think that such an appointment would be advisable?—I think that that depends very much upon personal character, if a man of ability and discernment, not entertaining extreme views, and with a conciliatory disposition and some knowledge of the Navy, was selected.

5101. Upon the whole, I gather that you are in favour of such a recommendation?—Yes, I am. The chaplains should be ordered to make returns to him of the services and duties performed, and the religious teaching which took place under their superintendence. The chaplain-general, I think, should then put them into a collective form, and periodically submit them to the Admiralty. A chaplain-general would be useful in ascertaining the characters of the reverend gentlemen who might wish to enter the Navy, which now principally depends upon the private secretary of the First Lord, as I believe, at least; I would not call upon him to have anything to do with the reports of the naval instructors.

5102. Sir *John Pakington.*] I was a little surprised at one opinion you expressed, and which I think was this, that you thought there was no relative superiority on account of difference in rank between the admirals of different nations serving together?—Yes, that is my opinion.

5103. Have you in the course of your service had to serve with an admiral of a different nation?—Yes, I have.

5104. Do you think it is unimportant if the admiral, say, of the English Fleet serving with the admiral of another nation, should be of inferior rank to the foreign admiral?—I do not think it is of importance, except that one would have more guns fired when he was saluted than another.

5105. Was it not on purpose to avoid that sort of difference that temporary rank was given to Lord Lyons when in the Black Sea?—Very likely; and I do not object to temporary rank.

5106. Was not that temporary rank given in order to prevent a difference in rank between Lord Lyons and the French admiral?—I think, certainly, the appearance of the thing is better; but I imagine that the principal reason may have been to increase Lord Lyons' pay in an extensive and most responsible command.

5107. You think that it would be more convenient?—Yes.

5108. You referred to the objection, which is publicly stated in my paper, as to Board promotions; and you stated, I think, that you thought I must have taken the idea from some disappointed officer?—I alluded to the haul-down vacancies.

5109-10. But in either case, when an opinion of that sort is expressed by a responsible Minister, do you not think it is possible to give any better reason for it than that he has borrowed it from a disappointed officer?—It was a surmise only, which I should desire to withdraw if I was mistaken. I know that Admiral Martin was against your plan of removing the senior officers; I know that Sir Richard Dundas was also opposed to it, as the Duke of Somerset has stated to the present Committee.

5111-12. Are you aware, although it is perfectly true that a difference of opinion existed at the Board, and it is true with respect to Admiral Dundas and Admiral Martin, that it is not true with regard to Admiral Milne and Captain Drummond?—I think it was only a qualified assent that Admiral Milne gave. Captain Drummond had left the Admiralty in 1858, and was not a member of the Board in 1859.

5113. Will you be kind enough to answer the question I have put to you, whether, because I expressed an opinion as to the promotions, I must have borrowed the idea from some disappointed officer? Do not you think that it is better to assume a good motive rather than a bad one?—I certainly did not mean it offensively to yourself; I rather wanted to find a cause for your doing what I thought was very objectionable.

5114. You spoke of my proposal with regard to the Board promotions; and I think you stated that that was the most unjustifiable part of my plan?—I expressed my disapproval of your proposal, both as regards the Board promotions and the haul-down vacancies.

5115. Do you hold that it is unjustifiable in a Minister of the Crown to make any proposal which he thinks is for the good of the Service?—I do not think it is justifiable if he disregards the advice of those who are more experienced in naval affairs than himself.

5116. When you say that you think that or any other proposal is unjustifiable, I presume you mean that you do not yourself like it?—I mean that the proposal was very objectionable. I have endeavoured to give my reason for my belief, and not to let it depend upon my assertion.

5117. Sir *William Miles.*] With respect to the warrant officers, is their position at the present time such as you would desire to see it?—I think that they have had latterly advantages; they have received the advantage that I was most anxious to obtain for them when I was a Junior Lord of the Admiralty, that is, pensions for their widows.

5118. For a long time they were not in receipt of those pensions?—No; and I thought it was a great injustice.

5119. Do you think that those pensions ought at all to depend upon the length of service of each warrant officer?—I do not think that it does so in other ranks, and I do not know why it should in that rank; there may be some difference as to the time at which they are married; I do not know about that.

5120. Lord *Clarence Paget.*] The widow of a warrant officer, I believe, is not entitled to a pension if the warrant officer marries after the age of 50?—No.

5121. Whereas, in the case of officers in the Navy, their widows are entitled to pensions if they marry below 60?—Yes.

5122. Are the Committee to understand that you would extend the age to 60 in the case of warrant officers?—Yes, I would; I would remove the apparent inequality; I would not leave the distinction.

5123. You would allow warrant officers to marry up to the age of 60?—Yes; or whatever time is allowed to other officers.

5124. Sir *Henry Willoughby.*] You have more

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than once, I think, used the word "unjustifiable:" did you mean by that expression that the proposal to which it referred had not your concurrence?—Yes. I have no particular partiality to the word; "objectionable" would have equally expressed my meaning.

5125. Supposing that you were serving with a foreign admiral abroad, and he was your superior in rank, would he not take the command of the fleet on certain occasions?—I know of no occasion on which an officer belonging to one nation would take the command over another. It must require instructions to that effect from both Governments.

5126. Is it not possible that combinations might arise under which it would be a practical convenience to the British Fleet if the officer commanding it were superior in rank to the officer commanding the other fleet?—I suppose the Government at home would give the necessary directions.

5127. But in no case could an officer of inferior rank take the command over a superior officer belonging to a different nation?—As I have already said, I do not believe there is any question of command and obedience between officers of different nations.

5128. Has your attention been called to the great number of admirals at the present time on the Active List, and also to the Retired and Reserved Lists?—Yes, it has.

5129. Are you aware what the numbers are?—I think that, on the Active List, there are 16 officers employed and 85 unemployed (that makes 101); on the Reserved List there are 110, and 115 retired, making 225; the grand total of the flag officers being 330.

5130. Is not that a greater number of admirals on the various lists of the Navy than was ever known at any previous time?—Yes, considerably.

5131. Does not it far exceed the number which existed on those lists at the close of the great French War in 1815?—Yes, certainly.

5132. About that time, I believe, the number was about 240?—Yes; I have so seen it represented in a document.

5133. Do you not see any great inconvenience in thus crowding the list with so numerous a class of officers?—I do; I think that 330 is an enormous number. I think that the worst feature of those plans is, that they add to the number without, as I think, adding in any way to the efficiency of the Service generally.

5134. One of your main objections to the various schemes put forward, I think, is that they involve a necessary increase of the Retired and Reserved Lists?—Yes, I think so.

5135. Does it occur to you that there is any mode of preventing this crowding of the higher ranks of the Navy with so large a number of officers, who cannot possibly get their fair share of employment?—I think it is perfectly impracticable, when there is one captain and one commander, and from two to six lieutenants allowed to each ship, that everybody that goes into the junior ranks can be advanced so as to become a retired admiral. It seems to me to be impossible with any regard to desirable economy; it must, more or less, always be a difficulty.

5136. Is it not true that dissatisfaction is likely to follow where you have a number of lieutenants, commanders, and captains gradually growing up in the various grades of the profession, who will be disappointed in reaching the higher ranks?—It is very melancholy that it should be so, but it is the case in every other profession. I suppose that the curates and rectors would all like to be bishops and deans, and barristers would all like to have higher situations in their profession: all that can be done is to select, as far as you can, from those who have the best claims for advancement in the Navy.

5137. Do you incline to the opinion, that promotions have been, from time to time, too numerous, with a view to the gradual promotion of those officers afterwards?—At times they have been too numerous. For instance, at the close of the last war they were too numerous, undoubtedly; but it seems to me that the moment for expressing dissatisfaction is not, at present, well chosen; there has been more promotion within the last two or three years than there has been for many years.

5138. Is it not the fact that the lists stand as clear now as, probably, they have ever done since the French War?—I think so. There are a sufficient number of admirals fit to serve, and there is a very good list of captains at the present time; and I think, that what proves that the List of Captains has not been a bad one for some years is, that at the time of the Russian War, I never saw a better body of officers collected than those who were in command of the ships, both on the Baltic and the Mediterranean stations.

5139. Has not that result been obtained by constantly filling up the Retired and the Reserved Lists?—It has been obtained by the remarkably liberal measure that was established by the Lord High Admiral in 1827, when every officer of unblemished character, who should not have declined or have avoided service, was promoted when he came to the head of the Captains' List to the Reserved List, which has cleared the Captains' List to a sufficient degree.

5140. Was not that measure productive of this inconvenience, that more officers were promoted than it was reasonable to expect employment could be found for?—The number on the list is not higher now than it was then; it is lower; and the captains, instead of being, as they were, of 35 years' standing (I was upon the Post-Captains' List 35 years), are now of 18 years' standing; therefore, it appears to me that this system, however liberal it has been, has answered its purpose. I am very sorry to differ from many officers, but I do not see any use in its extension at present.

5141. Have you been able to form an opinion as to whether there are upon the Retired and Reserved Lists many officers who were really capable of active service at the moment when they were so placed on those lists?—I have known officers who were placed on the Retired List who were very capable of active service, but who had not fulfilled the conditions. They had not the period of service as a captain; but all general rules are attended with partial inconveniences.

5142. That is to say, they were not able to obtain ships at the periods when it was necessary in order to give them the necessary sea-service?—It was the case with some, not with all.

5143. Do you think there have been any great number of other officers placed against their will on the Retired and Reserved Lists?—I have no doubt there are many very good officers on every list who

who have failed to acquire positions to which they would have done credit; but I am afraid that that is unavoidable where there are a great number on the lower lists, and very few in the upper in every profession.

5144. As a prospective measure, would you object to the compulsory retirement of the admirals at a certain age, say 60?—That conveys rather that, on personal grounds, I dislike what I might like if it was applied to other people. I cannot say that I approve of retirements at 60, when I have objected to them at 70.

5145. The natural desire, of course, is to do justice to all parties who are in certain positions; but the question rather is, whether for the future, and as a prospective measure, you think it would be objectionable to say that at a certain age, to be fixed, admirals should retire?—I think that you deprive yourself of the advantage of the deaths, if you are settling it for the country: you have two men to pay after the retirements proposed; you have the man above 70, and the man under 70, who replaces him on the Flag List. I may explain what I mean in this way: Supposing we were retired to-morrow, and you put a further number off the List, because they are above 70, many of which have served as flag officers, you put on some others with increased rank and pay in their places, who have not served, and are never likely to serve, merely because they are under 70; if anybody takes up the List, they will see that that is the case.

5146. Upon the whole, you think that the present system is the best?—I think both for the present time, and for the future, when you have once put a man on the superior list, he had better remain there until he dies.

5147. You are aware that the system in the French Service differs in that respect from the English system?—Yes; but I think that the French Service differs in other respects. I am not sure that those who are beaten in the race get anything.

5148. The number of the French admirals is comparatively small?—Yes; it is better adapted for a list made for actual employment.

5149. Sir *John Hay.*] With regard to the warrant officers, it has been stated in evidence before this Committee, that there is some difficulty in obtaining respectable petty officers to accept the warrant; may not that be owing to the fact that considerable improvements have taken place in the pay of the seamen, and that there has been no corresponding improvement in the position of the warrant officers?—I have known many a man who has refused a warrant more than once, preferring his chance of a pension to the chance of his not keeping his warrant.

5150. Is it not desirable, with a view to obtaining a proper degree of promotion for deserving petty officers, that the position of the warrant officers should be made more attractive?—I think it is very desirable, for I have a very great respect for that class.

5151. With regard to the age at which boys should be admitted to the Naval College, have you any suggestion to make?—I think the age should be from 13 to 15.

5152. Not later than 15?—No.

5153. Do you think that they should then serve for two years in the college?—Yes; they should be from 13 to 15 in the college, and then go to sea; that would enable them to qualify to be lieutenants as at present at the age of 19.

5154. Lord Dundonald, I believe, held a different opinion; he went to sea at 18, and became a very distinguished officer. In reference to that, will you be kind enough to state to the Committee why you think a later age would be undesirable?—If I were to instance a man who came into the Navy too late, it was Lord Dundonald. I consider that he was a distinguished warrior, and a man of great natural ability; but I think that he had formed his notions before he came into the service, and that his mind was not tractable, so as to receive the impressions which people only receive in their youth when their minds are more easily disciplined; and I think that that was a misfortune to him during his life, and may be traced in the whole of his career.

5155. You would prefer that cadets should enter at a younger age?—Yes.

5156. There is another point upon which you can give the Committee some information. It has appeared, by the evidence given before this Committee, that a considerable number of officers, in a time of peace, cannot obtain that amount of employment which will ensure their efficiency as sea officers; and it has been suggested that there are many commanders' commands which might be given to captains during peace, and that many commanders might be employed in those commands which are now held by lieutenants, so that additional employment would be given to captains and commanders, and at the same time relieve the Lieutenants' List of certain duties which are now thrown upon it?—My opinion is all in favour of employing as many officers as you can; the majority of the sloops of the present day are as powerful vessels as the frigates of former days were.

5157. Would there be any objection to employing a captain in a sloop, giving him time to serve as if he were in a post-ship; that is to say, making the sloop a post-ship?—No; but you must also employ commanders in the same way, otherwise you would lose on their side.

5158. It has been suggested that there are various gunboats now commanded by lieutenants which might be commanded by commanders, and that ships which are now commanded by lieutenants might be commanded by commanders, and that in this way additional employment might be given to the Commanders' List, and at the same time relieve the service of a very large number of lieutenants?—I think that every frigate should have a commander (that would give some additional employment); and the only bar to putting commanders into gun-vessels is that, when you have put on board a lieutenant, a gunner, or 2d master, and an engineer, there is not a scrap of room for a man to hang his hammock up in.

5159. A lieutenant who was in command of a gunboat, I suppose, would rather have the present accommodation and his present staff of officers, however small, and yet have his commander's rank, than remain as a lieutenant with the uncertainty of his promotion. Looking at it in that light, do you think that there would be any disadvantage to the Service in placing an officer, with the rank of commander, in such a position?—I would never put a commander where I could not put at least one lieutenant in addition.

5160. Do you think there is considerable room for the additional employment of commanders as second officers of post-ships?—Yes; but there have been several late additions made.

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5161. Mr. *C. Berkeley.*] Some of the witnesses examined before this Committee have suggested that the commander's sea-time should be allowed to count towards qualification for flag rank; do you approve of that?—No, I do not; I think that it puts the experience in command which the officer gained at too great a distance, and that, virtually, would destroy the present arrangement by which you insist upon so much service in a post-ship, and it would also increase the number of the claims for promotion; it would make almost every officer on the Post List eligible for his active flag.

5162. It has also been stated that political influence has had a great deal to do with officers getting promotions and employment: do you know whether that has been the case or not?—I have no reason to say so. There is no opinion that has been more widely circulated than that has; but I believe it to be exaggerated. I myself am an instance to the contrary: I received my post commission from a Government to which my own family was opposed. I was appointed to ships indifferently, and as an admiral I was appointed to one command by a Conservative Government, and to two by Whig Governments.

5163. You are probably aware that certain circulars were sent round the fleet by the Rev. Mr. Harvey, and it has been asserted that they were also distributed among a considerable number of flag officers, both afloat and ashore: did you receive those circulars?—No, I did not.

5164. Is it within your knowledge that other flag officers did receive them, and expressed their opinions upon them?—I do not know anything about the circulation of Mr. Harvey's proposals. I was adverting, in answer to a former question, to the mode in which I became acquainted with Sir John Pakington's proposals.

5165. In order to keep the Lists efficient, supposing they are to be, what they are said to be, active and efficient lists, do you think it would be necessary to clear them of officers who are not active and efficient, either the Lists of Admirals, Captains, or Commanders?—I think that the present system is a very liberal one, and I do not think that it is necessary to alter it at present. It may hereafter become necessary to extend the number of retirements, but I think it more likely that some check upon them may be necessary.

5166. Practically, there would be a very great deal of difficulty in altering it, would there not?—You must be prepared to reward a good many officers for going into retirement, and I think the thing against Sir John Hay's plan is that, in very many instances, it gives increased rank (in the case of the optional retirements at all events) and additional pay to an officer who is willing to give up the service; and an officer who is zealous, and looking to future distinction in it, is allowed to remain in the inferior list with about half the emoluments. Take, for example, two men of 55 years of age, with 21 years of service; one wishes to go on: in that plan he remains with, I think, 260*l.* a year, according to the proposals on half-pay, and with captain's rank; the other gets 500*l.* a-year, with rear-admiral's rank, although he may have been a very short time post-captain, for going out and retiring into private life, and goes over the heads of all the captains on the list. It seems to me that that part of the system is essentially bad.

5167. Supposing the suggestion that admirals were to be removed from the Admirals' List at any particular age was carried out, would it be satisfactory if those admirals were to be placed on the same Yellow List as the captains who have never qualified for the rank?—Certainly not. When this retirement scheme was first of all mooted by Sir John Pakington the senior admirals were all very much opposed to it.

5168. There are certain honorary titles given to the senior admirals, of which, I believe, you hold one: have you any remarks to offer to the Committee upon those appointments?—Every witness is supposed to ventilate his own grievance. Mine, perhaps, is not very considerable when it is applied to distinguished honours, which I think the situations of vice and rear-admirals of the United Kingdom have always been held; but I think that they should be so arranged for the future that the officers who receive them (and almost every death of an admiral of the fleet renders a fresh patent necessary) should not pay the fees to the Attorney General and to the Patent Office. I have a letter in my pocket from Admiral Sir Francis Austen, who says that he has held both offices; that, however honourable they are, he is as yet out of pocket by having held the two distinguished offices of Vice and Rear-Admiral of the United Kingdom.

5169. *Chairman.*] What fee is paid?—The good-service pension was taken away, and then in gaining the rear-admiralship the fees exceed the difference between the two situations; so that a man must live a year, at least, to stand as well as he did before he got this honour. I think that when the fees have been taken away from other situations of distinction in the Navy, these ought to be taken away also.

5170. Mr. *C. Berkeley.*] What is the amount of the fees that are payable?—£. 49 odd.

5171. Sir *Francis Baring.*] It has been stated to this Committee that there has been a good deal of want of energy in the Service; in your commands, have you found a want of energy in the officers?—By no means.

5172. Have you found them, such as you recollect them to have been in your early days, showing energy and zeal for the service?—There has not been the same opportunity for the exercise of energy; but I consider that the officers of the Navy are very much disposed to do their duty, both to themselves and to their country.

5173. With regard to the feeling of the old officers as to the application of a limit of age, you have had some communications with old officers, I believe?—Yes, I have. When the scheme for the compulsory retirement of old officers was brought forward, several of them came to town, and expressed themselves very strongly against the proposed plan. Lord Dundonald used a very homely phrase in saying, "It is putting us in a "knacker's yard." Sir William Parker, whose letter I have in my pocket, used a very remarkable expression about it: "Although we may "all feel, more or less, that our physical powers "are on the wane, it is an unnecessary infliction to "stamp the imputation by an official act of compul-"sory retirement, when we have by honest exer-"tion reached the point of our early ambition." Another officer (who I understand, in the proceedings of this Committee, has been quoted for having been favourable to the compulsory retirement of old officers) writes to say that he has communicated with Lord Derby, and expressed the strongest opinions against it.

5174. *Chairman.*] What was the name of that officer?

officer?—Sir Charles Napier; he writes and mentions the interview that he had had with Lord Derby, and he says that "I told him it "would disgust every officer in the Service, who "considered themselves dishonoured, and that I "should oppose it in every way in my power, and "that all my brother officers would do the same."

5175. Sir *Francis Baring.*] How many do you suppose, without limiting you to one or two of those with whom you have communicated, expressed their dissatisfaction with the principle of retirement by age?—I did not hear a single opinion in favour of it among those who were affected by it.

5176. Those who obtained promotion by it, possibly, may have had a different opinion?—The officers who were against it, and who were prepared to memorialize Her Majesty under the circumstances, were Sir John West, Sir William Gage, Sir Graham Hamond, Sir Francis Austen, Lord Dundonald, Sir William Parker, Sir Lucius Curtis, Sir Thomas Louis, Sir George Mundy, Sir Thomas Cochrane, Sir George Seymour, the late Lord Lauderdale, Sir Phipps Hornby, Lord Cadogan, Sir William Bowles, Sir Charles Napier, Sir Henry Prescott, the present Lord Fitz-Hardinge, Sir Henry Ducie Chads, and others—21 of them in all. It is not unlikely that some vice and rear-admirals, who would gain a step in rank, and the consequent advantage by the retirement of their seniors, and think it has other merits, will not be against the plan; but Sir William Martin and Sir Richard Dundas (both Lords of the Admiralty at the time) were among those who were opposed to it contrary to their personal interests.

5177. Have you had an opportunity of knowing the opinion of Sir James Graham upon the subject?—Yes, I have.

5178. What was the opinion that he entertained upon it?—He wrote to me on the 8th March, 1859 (I sent a memorandum to him, which I had also addressed to the then First Lord of the Admiralty), and he says, "Both the sub-"stance and the argument are in perfect accord-"ance with my feelings and judgment. I do not "think the proposal can be sanctioned by Parlia-"ment when its merits are known after full dis-"cussion."

5179. Sir *Harry Verney.*] I understood you to say that you thought the position of a commanding officer was more advantageous formerly in some respects than it is at the present time; and, among other things, that they had the power of appointing midshipmen when in the command of a ship?—Yes.

5180. Do you entertain a strong opinion with regard to that, and that they ought to have more appointments at their disposal when they obtain the command of a ship?—Yes; but I do not think they are likely to get them; I do not think the Admiralty will retrace their steps about that. I think that, having been once assumed, it will never be given up.

5181. Do you think that the present number of lieutenants on board a ship is the right number, or that they ought to be increased?—I think that, at present, the number is full small; I do not think there is any excess; I think that, if you came to an action, and that a few were killed and wounded, you would find the number very much under, instead of above, what were really requisite; but you cannot, in a time of peace, fully provide for that contingency.

5182. You stated that you thought the chaplains ought to report to a chaplain-general, and that he should make a collective report to the Admiralty. Do you think that the chaplains ought to report through the captain, or directly to the chaplain-general?—I think, in order to preserve the old rule of the Service, that they should go through the captain of the ship.

5183. Lord *Clarence Paget.*] Allow me to call your attention to a question that was put by Mr. Berkeley to the Duke of Somerset, as follows "It has been explained to the Committee that "under the Order in Council of 1860, those com-"manders and lieutenants who are compelled to "retire at the age of 60, do so with a step in rank, "and with other advantages; is it your Grace's "opinion that any similar boon could be granted "to the admirals if they were compelled to retire "at a certain age? No, that is the difficulty, "dealing with the admirals. If you are to deal, "as it is said, upon a principle of justice to all "officers, and you retire the captains with an in-"crease of pay and rank, the principle of equal "justice would require that you should do some-"thing similar for the admirals, and there is great "difficulty in doing it; and yet, unless you do it, "that principle of equal justice would not appear "to me to be carried out." Do you agree with the Duke of Somerset in that opinion, that it would be unjust to the admirals to retire them without giving them some substantial advantages?—They would be equally entitled to them. I am aware that in Sir John Hay's plan a very liberal proposal is made, that the admirals who have had the advantage of hoisting their flags should be made admirals of the fleet with 500*l.* a-year more half-pay, but I do not see any public advantage in that whatever. I only wish to be left where I was; I do not think that the highest rank in the Navy would be properly applied or equally esteemed if given in the manner proposed.

5184. Taking any of the proposals for the compulsory retirement of flag officers which have been before the public, do any of them offer to admirals on retirement the same advantages which they do to captains?—No, certainly not.

5185. Consequently, even supposing that a measure in itself were necessary, you are of opinion that none of the schemes would be just to the flag officers so far as any substantive advantages are held out to them?—I think not; I consider that they are contrary both to the admirals and to the public interest, but I beg to take this opportunity of saying that I should not allow my dislike to be put off the List to operate one instant if I thought that any public advantage was to be gained; but my opinion is that no public advantage or any addition to the efficiency of the Navy can be gained by the compulsory retirement of the old admirals. I beg to say also on the part of the officers who have expressed similar opinions, that there was not one of them who was not prepared in 1859 to sacrifice his own feelings if it could have been made clear to him that the efficiency of the Navy and the country would gain anything by it.

5186. Then although the schemes which have been put before the public with regard to the retirement of flag officers would have been attended with considerable expense, yet, in order to act with common justice, there ought to have been a much larger sum put down as the necessary expense, assuming that it was necessary?—Yes,

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Yes, I think so, but the sum appears to be immense already, if you go into expenses. There is a total dead weight of 663,000*l.* in the last estimates for officers of all classes, and the flag officers receive of that sum 146,491*l.* for those on half-pay and Retired Lists. It is more the business of the House of Commons to go into that matter, but it seems to me that the country is very liberal about retirements. I think any further expense connected with naval officers would be far better applied if given to make the Service afloat more advantageous and desirable.

5187. In order to carry out the compulsory retirement of the flag officers, in justice to them, it would be necessary largely to increase that item for the Retired Flag List?—Certainly.

5188. Referring to yourself personally, you would, I believe, have benefited by the scheme?—By Sir John Hay's scheme, I should undoubtedly have benefited.

5189. Which proves that you are speaking quite disinterestedly in giving your opinion of the retirement of the flag officers?—Entirely so. I have arrived at that time of life that it can be of very little importance to me whether I am on one list or on another, although I prefer to retain my position when I see no naval advantage in the proposed change.

5190. Taking the same disinterested view, and putting self quite out of consideration, I would ask you whether, when a man arrives at an advanced period of life, it is not very difficult to make any rule as to where the point of efficiency ends, and where the point of noneffiiciency begins?—I should think it very difficult to determine; but if I may answer the question a little in detail, I will take this opportunity of saying that I am not aware that the public service has suffered from officers of any age, young or old, when in command in the history of the country for the last 100 years; and I have regretted very much that questions have come before this Committee which detracted from the merit of what I have always considered to be great victories. It has, I understand, been said that Lord Howe did not sufficiently follow up the victory of the 1st of June 1794. I know that Lord Howe was 69. I believe it was stated singularly enough by one of the descendants of two officers who were greatly distinguished in that action, the Harveys; but as I myself, although not then in the Navy, recollect seeing the prizes brought into Portsmouth, and the transports of joy with which that victory was hailed, I must take the liberty of stating to the Committee that if a man of 69, or 49, or 39, was not tired on the evening of the 1st of June, he must have been a wonderful person. The fleet had been in action on the 28th and 29th of May, and the 1st of June; there were therefore three days of fighting. They were two days in a fog close to each other, and nothing could have been more tiring. On the afternoon of the 1st of June there were several of our ships entirely disabled, and the French prizes were not secured, and therefore there were reasons for not following the French fleet. A remark has also been made upon another battle which was then reckoned of great importance. I understand it was stated, on the authority of an officer who is now no more, that Lord St. Vincent's action was due to Lord Nelson having disobeyed his orders. Now there is no question that Lord Nelson's conduct tended most materially to that victory; he saw the opportunity for a decisive movement, and attacked without orders, but not against orders.

5191. The Committee has invited officers to make any observations that might occur to them with regard to promotion and retirement. Will you favour the Committee with any observations that you have to make upon those points?—I was told when I was out of the room just now, that I might be supposed to have said something against future retirements; it is not that I am against them upon the present plan, but I am against the proposed extension of the plan of retirement. Retirements would still go on, I apprehend, if this Committee advises no change in the system, under the system that has been established from the year 1827, which would not so materially increase the number of the retirements as is now proposed.

5192. I understand you to be of opinion that the present system of retirements is producing satisfactory results, and that you would not recommend that any future retirements should be introduced; not that you would do away with the present system of retirements, but you would not introduce any fresh system?—I would not introduce any fresh system; that is exactly what I wish to explain. One of my reasons for that opinion is, that if you go *ad infinitum* multiplying the retirements of officers, it will end in selecting officers of all ranks, and so prevent the perpetual accumulation of retired officers; and a system will again be introduced of selecting officers wanted for the Active List, without regard to the interests of those who come up to the top of the Captains' List, and without regard to their having commanded ships for any period, as was the case in 1746 and 1787.

5193. Is it not a fact, which is often lost sight of, that a retired officer is more expensive to the country than the same officer whilst he is active, inasmuch as in order to induce him to retire, you are obliged to increase his pay?—I am aware that on the very large list of flag officers, there are many officers who have never commanded post-ships—I mean on the Retired Flag List. The answer to that is a very fair one, that those officers have been desirous of serving, but they have never been able to effect their object; it is, in many instances, distressing that it should have been the case. I am of opinion that the Retired List from the rank of captain should be divided in two classes, that no officer should be made a retired admiral without a Board holding an inquiry upon his personal case; that is the only means, I think, that you have of meeting the difficulty. If there was an inquiry made, they might find that there were circumstances in the earlier services of the officer which justified his being put on the Admirals' List, and the rest should only be left as retired captains with some increase of half-pay; but that the rule in general should be that no officer should receive a step beyond that; he would quit unless he had served in that rank.

5194. Sir *John Pakington.*] There was one question that I forgot to ask you, quite of a general nature, but, as your experience in the Service has been so long, I wish to ask you whether you have ever considered the question whether it would be a desirable change to get rid of the rank of master, and substitute navigation lieutenants, upon the principle that every officer ought to be competent to navigate a ship?—No; I am favourable to the retention of the rank of master, and one of the reasons is, that I think you would not

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not get the same permanent application of the officers' minds to the duty of navigation. Probably, if the captain and his master did not see a thing in the same point of view, they would both make the best of their situations; but if it was a lieutenant who had taken up the duties for a time, he would probably throw them up if any disagreement occurred, and go to the general line of his profession. I consider that the masters are a most valuable class, and when I was at the Admiralty I did my best to support their claims. They had not been sufficiently brought forward before the Commission which sat in the year 1838, and such advantage as I wished was not given to them in 1842; but something has been done for them since.

5195. Sir *William Miles.*] Would you recommend anything else to be done for them?—I was always in favour of this; if you could put certain situations within the range of their ambition, but it is very difficult to make out what those are to be.

5196. *Chairman.*] You have stated to the Committee that 21 of the senior officers objected strongly to the introduction of a system of compulsory retirement on account of age?—Yes.

5197. Those objections, I apprehend, were expressed before the Order in Council of 1860?—Yes, in 1859.

5198. Might it not make a great difference in the opinions of those officers when they found that a system of compulsory retirement was actually introduced into the Navy with regard to the lieutenants and commanders, and, in a qualified manner with regard to the captains, as to whether they would any longer think that you should withhold that part of the system from the higher ranks in the Navy?—I can only answer for myself. It certainly makes no difference, in my view of the matter, and I have latterly given some reasons for that. I can only answer for the opinions that were expressed to me, but it is perfectly open to the Committee to summon any of the officers who are still available, and who concurred in those opinions, and ask them whether the Order in Council of 1860 makes any difference in their opinions.

5199. Is it not much more difficult to maintain the position, that admirals alone should not be retired on account of age, when you retire the juniors on account of age?—I think that different arguments are applicable; and advantages are given to officers in the other ranks on retiring which cannot be given to those who hold the higher rank in their profession as admirals.

5200. Sir *James Elphinstone.*] Are you acquainted with a pamphlet that was written by Admiral Bowles, as to the abolition of the rank of commander?—Yes.

5201. Are you in favour of that?—No.

5202. He proposed, as I understand, that the rank of commander should be done away with, and that the post rank should be thrown into three classes; will you be good enough to express to the Committee your opinion upon that? I have a great respect for Sir William Bowles, but I am not of that opinion. Before I close my evidence, I should wish to add a short statement of the general views which the 21 flag officers, comprising all the seniors on the list, took of the proposal of 1859 for their compulsory retirement, which is, that many of them had done some service in the old wars, and they hoped to retain the rank and honours which they had gained to the end of their career, in common with those who had preceded them, which would lose their value if they were declared by authority to be unfit for service; but they declared emphatically, that if their retirement would be a benefit to the public service, they should not hesitate to sacrifice their own feelings; but they were convinced that public objects would be better attained by selecting officers than by the large and unnecessary promotions of the kind then proposed by the First Lord. They also dwelt at some length upon the sanction of the principal naval officers of the Board not having been given to the plan; and they saw with great concern that the First Lord proposed to draw to himself expressly the whole power of promotion in the navy, and depriving the officers returning from approved service of the privilege of naming an officer for preferment, which they had by the Queen's regulations. And they also felt that as no similar measure had been proposed in reference to the Army, that a grievous inequality would be established between the two branches of the Queen's forces, if the senior naval officers are removed or replaced on the ground of age, while the seniors in the Army retain their positions and employments. I may also add, that the average age of the senior officers of the Navy is somewhat less than the senior officers of the Army. I think this would make an invidious distinction; and I can see no motive for reducing the admirals more than for retiring generals, statesmen, or other public functionaries at the age of 70, when the public service does not require their removal.

Captain JOHN MOORE, called in; and Examined.

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5203. *Chairman.*] YOU are a captain in Her Majesty's Navy?—Yes.

5204. Are you of long standing in the Service?—I am a captain of the year 1848.

5205. You are aware of the Order in Council of 1860, and the contents of that Order?—Yes.

5206. It has been stated before this Committee that that Order has had a retrospective operation, which has acted injuriously upon certain classes of officers who have been retired under it; is that your opinion?—I presume that the question refers to certain officers, who I have seen it represented have been damaged under the retirement; because, generally speaking, the terms of the Order in Council were not retrospective, and did not affect officers who were already retired from the Navy; but there were certain officers, particularly, I think, on the Captains' List, who were supposed to have a vested interest, and to expect to rise to the pay of rear-admirals. I have seen, in the evidence given before the Committee, that some of them have considered that they were ill-used by that scheme. I think that, generally, it is almost impossible to introduce a scheme of this kind which will not prejudice, in some degree, a few individual cases; but I think, that on the whole, that scheme benefited very largely the officers in the Navy. With regard to the captains, I believe there are about 13 or 14 who have been retired under that scheme,

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scheme, and I do believe that any officer has really been damaged by it. It is said that some officers have refused the retirement of 18*s.* a-day, and afterwards have been forced to retire, but they were given an additional 2*s.*; and the 20*s.* a-day which they received, I think, in most instances, will have been found to compensate them for it. I believe that in several instances, and in two instances I know, of officers who preferred being retired under that scheme to a retirement under the C.D.E. List, which was a voluntary retirement.

5207. Lord *Clarence Paget.*] To which they were entitled?—Yes.

5208. *Chairman.*] Those officers to whom you have referred would have chosen to be retired under the Order in Council?—The particular officers, to whom I refer, asked to be permitted to have the advantages of the new retirement instead of the old one.

5209. What were the new advantages which they thought compensated for any advantages which they would have got under the old retirement?—£.1 a-day, instead of 18*s.*

5210. Do you conceive that that Order in Council has any retrospective operation than that which you have mentioned?—On the commanders and lieutenants it had a certain retrospective operation.

5211. Will you be good enough to explain that?—The commanders who were then on the Active List were retired on a scale according to service, and it was arranged that those who had less than a certain amount of service should receive the half-pay they were then in receipt of. There are some who, if they had remained upon the Active List, would have risen to increased half-pay, and, as under the Order in Council, having very small service, they only received the half-pay which they were then receiving, they were precluded from the advantage of rising to the increased rate of half-pay, 10*s.* a-day.

5212. Were there many officers in that category?—Having seen this objection urged, I have inquired into the case, and I find that there are five commanders at present retired under that Order in Council, who are receiving less than 10*s.* a-day; of those only two would at present have reached the 10*s.* list; one of those is in receipt of 9*s.* 9*d.* a-day, instead of 10*s.* The other is receiving only 8*s.* 6*d.* a-day; whilst, on the other hand, a very large number, as many as 81, are receiving increased pay in consequence of that retirement.

5213. It is only in a very few cases that the retrospective operation of the Order in Council upon the Commanders' List has been injurious?—I think that those two officers have had their prospects rather damaged by that Order in Council, but it must be remembered as to those officers, that I cannot say their prospects had been damaged as to what they could have expected when they were promoted, because then there were 850 commanders on that list; and, under the then existing lists and regulations, it was in the highest degree improbable that, at their age, they would ever have reached the 10*s.* list of officers. Those officers were promoted in the year 1849. The commanders in that year were about 28 years reaching the 10*s.* list, on the rank of commander.

5214. Have you any means of knowing the general opinion of the retired officers, under that Order in Council, as to the effect and operation of it?—I am, perhaps, hardly a fair witness upon that subject, having held the appointment of Private Secretary in the Admiralty, because I should probably hear the opinions of those only who were favourable to the scheme; but, at the same time, I think that the retirement by which upwards of 20,000*l.* a-year have been distributed among the officers who were retired under it, can hardly have caused such great dissatisfaction as I have heard stated.

5215. Although from your position at the Admiralty, you may not be supposed to have quite an impartial opinion in one point of view, in another it would enable you to judge whether the complaints have been numerous which have been presented to the Admiralty as to that Order in Council?—In the correspondence with the Admiralty, a certain number of complaints are made in public letters, which go to the Public Secretary, and which I may not have cognizance of; but, as far as my experience goes, I think that the complaints have referred more to the Order in Council, not extending sufficiently to the other ranks than to those who were affected by it themselves.

5216. Do you mean by that, not being extended to the Flag List?—No. I mean its not being extended to officers already on the Retired and Reserved Lists.

5217. Those officers, already on those lists, consider that they have this kind of grievance, that the retirement which had affected them was a less advantageous retirement than that which they would have got under the Order in Council of 1860?—I think they have complained of that. I do not say that I think they have any just ground of complaint; but complaints were made because of their not being included under the operation of the new order.

5218. It has been stated before this Committee that certain classes, especially the lieutenants on the Retired Lists, have not been benefited by the new scale on the Retired List; what is the case in that respect?—I think that you refer to what I previously stated, that those officers, who were retired under previous Orders in Council are not placed on the new scale of retired pay. I cannot think that officers, who had once been retired from the Navy, had a right to expect advantages from all schemes that may hereafter be brought forward. I think that it would act very disadvantageously to the Service, if such was the case; and it would very much deter the Admiralty, on the ground of expense, from bringing forward schemes for the advantage of the Service. The particular complaints which I have heard in that respect, are from officers who were retired on what I think is called the R List of the Navy (the Lieutenants' List): they were assured, on being removed compulsorily from the List, under the Order in Council of 1851, that they should continue to receive all the advantages that they then enjoyed, and they complain that because, if they had not been removed from the Navy List, this retirement would have benefited them, they have been unfairly dealt with in not being included in it. I think the wording of the Order in Council entirely takes away all their grounds of complaint, because the Order in Council, I think, states (I forget the exact words), "All the advantages they now enjoy," that is at the date of the Order in Council; it in no way conveys

veys that they are to have all the advantages that may be conferred hereafter.

5219. The most important part of that Order in Council is that which introduced the system of compulsory retirement on account of age, was it not?—Yes.

5220. Have you formed any opinion upon that question?—I know that it has been alleged that the system of retirement on account of age is not fair unless the same is extended throughout the Lists. I think that there are strong reasons for saying that there is no partiality in excluding certain Lists from its operation. I think that the position of the Captains' List and the Admirals' is so different from that of the Commanders' and Lieutenants' that no general rule will apply to both of them, with respect, I mean, to fairness or justice, I am not speaking of advantage to the service.

5221. Would not the feeling be that if a commander or lieutenant is retired at 55 years of age it is rather hard that he should be deprived of his chances of promotion, when those who are above him are not retired even at a later age?—I think there is this difference, that the officers on the Commanders' and Lieutenants' Lists have what I may call no vested right to promotion, and, practically, officers of that age never obtain it; therefore, they lose absolutely nothing on being retired; on the contrary, I think they almost without exception consider retirement as a boon, because it is usually accompanied with increased rank and increased pay. The captains and the admirals, on the contrary, are in a position where their advancement is certain, and the admirals generally, and many of the captains, look upon it as a disadvantage.

5222. Then the distinction you draw is this, as to the commanders and lieutenants, that the introduction of that system took away nothing from them which in practice they would really obtain, but, as regards those who were promoted by seniority, it would take away necessarily the prospect which they now have?—Yes, exactly; I believe that the feelings of the officers in those ranks is that they in general regard retirement, as far as it has gone, as a boon, and that the retirement offered by the Order in Council of 1860 would have given far more satisfaction if it had included a lower age than that of 60, whereas a contrary feeling would have been excited certainly on the Flag List, and, to a certain extent, on the Captains' List.

5223. Have you considered Sir John Hay's plan in its entirety?—I have not had an opportunity of going minutely into that plan, because I have been abroad during the winter, and I have only lately returned. I have had it before me, and I have read it, but I could not go into a minute criticism of it, as I have not had the means of doing so. It appears to me that in its general features it is very similar to the plan proposed by Sir John Pakington, and that plan of retirement, from my position at the Admiralty, I was necessarily obliged to go into, to consider as far as possible what its effects would be.

5224. What is your opinion of the principal features of that plan?—It appeared to me, as far as I could judge from the calculations I went into, and which were taken from the calculations which Mr. Finlaison appended to Sir John Pakington's plan, that it would check promotion for some years. I thought that the limitation of the Flag List, and the retirement of the admirals conjoined, would tend for the next 10 years at least to check the advancement of the captains.

5225. Did you go into the plan in any detail to see whether that view was a correct one?—Yes, I did.

5226. When you say that you thought it would check promotion, do you mean to the higher ranks, or generally throughout the Navy?—I thought it would tend to check promotion to the higher ranks; and, therefore, that it would check promotion throughout.

5227. Can you explain to the Committee the grounds upon which you arrived at that conclusion?—I think that in that plan, according to the calculations contained in it, it was estimated that the promotions to the Flag List would be about five a year for some years; and, under the existing system, according to the calculations of Mr. Finlaison, I may say that these calculations were made in the year 1860. I have not revised them; they are the calculations I made at the time.

5228. They were calculations made in the year 1860, with reference to that plan?—Yes; it appeared to me, by Mr. Finlaison's calculations, that in the next 10 years 48 vacancies might be expected to occur in the Active Flag List, and 10 from officers receiving service pensions, the total being 58 promotions. To fill up those vacancies, making an allowance for deaths, would remove about 155 captains from the list, and the deaths among the remaining 200 captains, and the retirement of the others, would add about 33 more vacancies, making 188 in all, for the promotion of the commander, including a reduction of the list to the authorized number of 350.

5229. That would be under the existing plan?—Yes.

5230. What would the difference be?—I think that, in Sir John Pakington's plan, he calculated upon 154 vacancies during the next 10 years.

5231. That is reaching down to the commanders?—Yes; for the promotion of commanders to captains.

5232. Did you make out that the difference would be between 188 and 154?—Yes; that was my calculation.

5233. Have you had any reason to go through it recently?—No; I have not had an opportunity of going through it again. I went through it with great care at the time, and it certainly appeared to me so. I can put in the paper which was written three years ago.

5234. Sir *John Hay.*] Your calculations showed that the present system of promotion would give 188 promotions to the Captains' List, and Sir John Pakington's would give about 154?—Yes.

5235. Did you take into consideration that the proposal was to reduce the Captains' List to 300 in the one case, and leave it at 350 in the other?—As to the promotions being made from a smaller list, I think that that is a mistake, because although it is true that the list of captains in the one case would be smaller than in the other, the list of officers qualified for their flags would not be affected in any way. It is true that there are 350 captains in the list in the one case, and only 300 in the other; but the number of officers who are promoted to the Active List depends not upon the number on the list, but upon the number who become

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become qualified by employment for promotion; and the number of officers employed, and the force voted by Parliament remaining the same, the number of officers qualified in each case would continue the same. Indeed, in the case of a Reduced List, there would be probably a greater number of officers having served their time, and therefore it would affect promotion, so as to make it still slower in the one case than in the other.

5236. Sir *John Pakington.*] You stated, I think, just now that the dissatisfaction which was felt with reference to the Order in Council of 1860 was very much felt amongst the officers already on the Retired Lists?—I stated, as far as my experience went, that there had been more dissatisfaction expressed to me personally by officers who had not been able to obtain the advantages of the retirement than by those who were retired.

5237. Have you not heard of considerable dissatisfaction prevailing amongst the officers of the Navy on the ground of a different principle being applied to commanders and lieutenants than that which was applied to the higher ranks?—I have heard that that has been stated in the printed papers which were circulated by Mr. Harvey. I have heard it generally; but, as far as my own knowledge goes, I have not heard it from personal communication. I think that it must arise from officers not understanding the difference between the two schemes.

5238. You do not deny, as I understand you, that, amongst the profession, dissatisfaction has existed on the grounds I have mentioned?—I have no knowledge of it myself.

5239. But have you not heard of it?—I have seen it printed in Mr. Harvey's circulars.

5240. Have you reason to believe that that is the truth?—I do not believe that there is dissatisfaction with the retirement as a retirement. I think that officers have been led to believe that a more considerable retirement would have taken place, a more advantageous one; and, therefore, that they were disappointed; not that there was dissatisfaction, but that there was disappointment at not getting more.

5241. Your answer does not quite meet my question: I asked you whether you had heard and believed that dissatisfaction existed on the ground of the injustice of applying one principle to one part of the service, and another principle to another?—I cannot really believe it.

5242. You do not think that it is so?—I do not believe that it is so among persons informed upon the question. I have never heard it myself; I have seen it in the papers.

5243. And if it is so, you think it must be because the officers do not understand it?—Yes.

5244. You have stated that you think the first effect of my plan would have been rather to check promotion: whether that opinion be right or wrong, is it not an opinion founded upon the fact that the Flag List is limited to 75?—Certainly.

5245. Therefore, in point of fact, it touches the detail rather than the principle?—Yes.

5246. Are you, as a naval officer, satisfied with the present rate of promotion in the Navy?—As a naval officer I should be very glad to be promoted quicker than I expect to be, but I do not think that we have a right to be dissatisfied with the efficiency of the Lists.

5247. I do not ask you with reference to your own feelings, but generally as to the service, speaking as a naval officer, and feeling a natural interest in your comrades as well as your own advancement, do you think that the present rate of promotion in the Navy is satisfactory?—I think that it is far more satisfactory than it has ever yet been, although I should be glad to see it advanced by any means that could be devised consistently with public efficiency.

5248. Assuming that the details of any plan were well adjusted, I presume you will not deny that promotion under a double system, of retirement by age and retirement by death, would be quicker than from retirement by death alone?—I deny that any scheme that I have seen will provide that. I will not deny that it is possible to invent a scheme that may do so; I should therefore be sorry to express an opinion upon the subject.

5249. You do not approve of the details of the plan which you have seen; but will you deny that a judicious application of the principle of compulsory retirement by age might very much improve the condition of the Naval Service?—I doubt it.

5250. For what reason?—Because I think that the promotion of the captains, which is the one matter principally dealt with, is entirely regulated, not by the number of the admirals on the Active List, but on the total Flag List of officers, the retired and flag officers combined. I think that under the present system we have a List which, although nominally active, is no doubt inefficient; and if you, by any rules of retirement by age, attempt to make that List efficient, you will not succeed in rendering it really efficient from its being apparently efficient. Whatever this Committee may think right to recommend hereafter, you will never be able to maintain a list of officers on the Flag List to give sufficient promotion to the lower ranks; I think that your list will always be liable, from a desire for financial reform, to be cut down, and that you will never be able to maintain a sufficient number on the Active Flag List to give promotion to the lower ranks.

5251. Is it then a case of despair, that the state of the Navy is not satisfactory, and that it never can be?—I do not consider that the state of the Navy is unsatisfactory.

5252. You have stated that you think the rate of promotion is not satisfactory?—What I stated was, that I considered it more satisfactory than it has ever been; but I should be glad to see any acceleration of promotion that could be devised.

5253. Your answer is a comparative one, but a positive one too. If you would be glad to see any acceleration of promotion, it is not unfair, I think, to say that you think an acceleration of promotion desirable?—I think that if you could promote every officer on the List, as fast as the regulations of the Service would admit, it would be an advantage. But you cannot do it; every one would admit that it is perfectly hopeless ever to carry that out.

5254. You do not deny that a double system of retirement by age, and retirement by death, must be a quicker system, as to promotion, than by death alone?—Without reference to other details, I would, certainly.

5255. Then

5255. Then you do not object to the principle?—Not to retirement by age by itself.

5256. Therefore, your opinion turns upon a judicious adjustment of the details?—When I say that I do not object to it, I do not object to it theoretically; practically I do. I think it would be attended with disadvantages.

5257. Do you agree with the answer of the Duke of Somerset, that if things are kept as they are, the result must be that the lists will again become clogged, and some measure of retirement must be resorted to?—I have no doubt that, in the course of some years, the promotions of captains to the Flag List will be slower than they are now.

5258. You think that the lists will become clogged?—I think that promotion will be much slower than it is now.

5259. That is your construction of the words, "The lists will again become clogged;" or what do they mean?—I did not make use of the expression.

5260. What is your understanding of it when used by another?—I would rather that the person who used the expression should put an interpretation upon it.

5261. Would it be an unfair or an incorrect interpretation of that expression to say that it meant an accumulation from year to year of injustice, in the shape of officers not being promoted who had a fair claim to be so?—I should hardly like to use the words "injustice in the shape of officers not being promoted who had a fair claim to be so," because I do not know that any officer has exactly a claim, or a right, to be promoted; the right of an officer to be promoted depends, I imagine, on the wants of the Service.

5262. I think your criticism upon the word "injustice" is a fair one, therefore I will alter the shape of the question, and put it in this way: Would it not arise largely from the disappointment occasioned to officers who, from fair professional views, might expect to be promoted?—I do not think that, although you have used the words "clogging the Lists," it would necessarily imply clogging the promotion of the junior officers. I think that the retirements in force have reference to clearing the Commanders' List, that they do not clear the Admirals' List; and when I state that I think the promotion from the Captains' List will be much slower than it has been, it does not necessarily follow that the other Lists should be clogged.

5263. Sir *William Miles.*] I understood you to say that, in your opinion, there is no dissatisfaction upon the part of the lieutenants and commanders about the rules of retirement. I would ask you whether you cannot put the Navy into two categories, the lieutenants and commanders, who are the larger number, and who are selected for captains, and the captains, who pass on by rotation to the Admirals' List: here would be two lists of officers not affected in the same manner?—I think that that is the case at present; that there are two classes of officers in the Navy; the upper ranks, who are under one category of promotion, and the subordinate ranks, who are under another.

5264. Of the lieutenants and commanders who can only be promoted by selection, and who are in great numbers, there can only be a certain number promoted; and looking to the probabilities of their promotion, they consider it advisable to accept the retirement that is offered to them, rather than remain on the List with the chance of selection?—Yes; a commander or lieutenant who reaches anything near the age at which retirement takes place, has absolutely no chance of promotion; and if his service is sufficient, according to the scale of pay, to increase his pay, he is glad to be retired.

5265. Therefore a different feeling may exist in the minds of lieutenants and commanders from that which exists in the minds of the captains?—Yes, I think so.

5266. Am I correct in attributing to that circumstance some of your previous answers?—Yes.

5267. The Duke of Somerset, in his examination, stated that he thought, if any reduction in the numbers took place, it should take place in the Captain's List; and he suggested that 50 might be withdrawn from the list, if any reduction were made in it: have you turned your attention to that point?—Yes; and I think it would, in many respects, be beneficial, if the List of Captains could be reduced; but any opinion upon that subject must always depend very much upon the way in which it is done: because I should very much fear to revert to what we have just escaped from in the Navy, that is to say, the reduction of the lists by the promotion of one officer for three vacancies. I should be afraid that any retirement, by which we should reduce the number on the Captains' List, would retire officers who would eventually be retired under the present system; and, therefore, that the vacancies would, in fact, go to a reduction of the list, which, under the present system, go to promotion. I think it is a balance between the advantage of the Service and the advantage of individual officers, and which are always rather opposed to each other. All these schemes are, in my opinion, endeavours to adjust the balance between the two.

5268. If you had the option of reducing the number of the admirals, or of reducing the number of the post captains, which should you prefer to do?—I should reduce the Captains' List.

5269. You agree entirely with what the Duke of Somerset has stated upon that point?—Yes.

5270. Can you give the Committee any information as to the system pursued in selecting chaplains for the Navy?—Gentlemen who desire to be appointed as chaplains in the Navy make their applications to the Admiralty; the application is generally referred to the Senior Chaplain of Greenwich Hospital, with a request that he will make inquiries as to the fitness of the applicant for the office he seeks. The Senior Chaplain of Greenwich Hospital then makes a report upon the subject (it is rather confidential in the first instance); and in case the report is favourable, and there is a vacancy for a chaplain, the candidate has directions to attend at the Admiralty, bringing with him certain testimonials; he presents them to the Senior Chaplain of Greenwich Hospital, who examines them, and if he considers them satisfactory, he reports accordingly. The usual course would be, that if there was a vacancy an appointment would follow.

5271. In all cases the qualifications are looked into by the Senior Chaplain of Greenwich Hospital?—Yes.

5272. A good deal of evidence has been given before this Committee, as to having a person with

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more authority, as Chaplain General and spiritual head; do you think it would be a judicious appointment?—I think that in some respects, if you could get a judicious man, a Chaplain General would be an advantage; but I very much object to placing in a ship any authority at all independent of the captain. I am afraid it might lead to difficulties. I consider that all officers are fond of power, and I do not think that clergymen are exempt from it. I think there would be an occasional desire to exercise authority apart from the captain; but I think it is very important that the authority of the captain should be quite supreme.

5273. If all reports went to a spiritual head through the captain, should you then see any difficulty?—I do not think there is any great objection to it; but my opinion is rather against the appointment of a Chaplain General, on the ground of discipline.

5274. Have you at all turned your attention to the education of the cadets?—I think the present system as to the cadets is a very good one; I should prefer seeing a naval college established on shore.

5275. With training brigs attached?—I think certainly that in any college there should be the means of giving the boys instruction at sea of some kind.

5276. With regard to the age at entry, do you think that it is a good age, or would you fix it at a greater age?—I should be sorry to see the age increased. I think it is very desirable that boys should go to sea as young as possible. I believe that boys take more to the sea if they go early, and that boys who remain on shore until they are more advanced in age get accustomed to the comforts of the shore, and are less inclined to take readily to a sea life than when they go quite young.

Veneris, 26° *die Junii*, 1863.

MEMBERS PRESENT:

Sir Francis Baring.	Lord Clarence Paget.
Mr. C. Berkeley.	Sir John Pakington.
Sir James Elphinstone.	Mr. Scourfield.
Mr. Finlay.	Sir Harry Verney.
Sir John Hay.	Mr. Walpole.
Sir W. Miles.	Sir Henry Willoughby.

THE RIGHT HON. SPENCER H. WALPOLE, IN THE CHAIR.

Captain JOHN MOORE, called in; and further Examined.

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5277. Sir *William Miles.*] HAVE you turned your attention to the question of employing warrant officers to discharge some of the duties which are now performed by midshipmen?—I think that in the cases which have several times occurred in which there has been a want of midshipmen, that warrant officers might be usefully employed in those duties; but I should be sorry to see the number of the subordinate officers in ships reduced. I think that the number is rather inadequate already to perform the duties of the fleet.

5278. I am not speaking with a view to a reduction, but are there not some duties that may be rather prejudicial to the boys, than advantageous, and which are now performed by midshipmen?—My opinion is very decidedly for employing a midshipman in as many of the active duties as possible. I do not wish to make any alteration.

5279. In going ashore with a jolly-boat, may not a youngster be led into a great deal of vice, which he would not be led into if he were not placed in that situation?—I think it habituates him to command, and is a good training for him.

5280. Does it not necessarily take him from instruction he would receive on board the ship?—My opinion is, that the amount of instruction and the time occupied in the school already materially interfere with his learning his professional duties; I think it is carried too far.

5281. What alteration would you make in the instruction now given on board ship?—I think the general confinement in the school is too great. I can hardly go into a detail of what the instruction should be; but I think that he is too much confined to the school, and too much absented in many shapes from the active duties of his profession.

5282. Without that instruction, which he picks up on board ship, would he, by merely having attended a naval college, or the "Britannia," be enabled to become an efficient officer, looking merely to the practical business of a seaman?—I think that the present system of a naval college, by giving him a much better education than the boys were in the habit of receiving formerly, is an argument in favour of my views, that he has already acquired so much knowledge that a less amount of schooling on board ship will enable him to retain and advance in that knowledge, and therefore will permit his being employed in the active duties of his profession.

5283. About how many hours a day does the instruction given on board ship occupy?—I think the whole of the forenoon is employed in that way; but really, as I have generally served in small ships without a naval instructor, I cannot speak to the details of it. I recollect some evidence upon the subject which was given by Captain Mends before the Royal Commission on Manning the Navy, in 1858, in which he expressed some strong opinions on that subject, and which I recollect I agreed very much with, and which went very fully into the subject. I have not the evidence before me; but I should like to refer the Committee to his evidence, in which he gave an account of what a boy was expected to learn, and how his time was taken up in schooling.

5284. Can you, from recollection, state the upshot of the evidence given by Captain Mends?—I think that the evidence given by him was that the different acquirements necessary for a midshipman, and the different duties he had to perform were such, that it was perfectly impossible to expect that any boy could get through them.

5285. A suggestion has been made by Sir George Seymour that a new class of petty officers might be created, who might take upon themselves some of the duties of the midshipmen. I think he stated that he thought the present warrant officers would not be able to perform them; but he thought that from the ship's crew, from the Active List, a certain body of young men might be brought forward to perform some of the duties. Should such a new class of petty officers, in your opinion, be created; and do you think that we should then be able to do without so large a number of entries of midshipmen into the Navy?—I have not read Sir George Seymour's evidence; and although I was present, I could not pay that attention to it to hear exactly what the proposal was. I hardly heard it sufficiently to be able to give an opinion upon it: but generally, I should be glad to see a higher class of petty officers created, who might be employed in certain duties, such as the superintending of decks, without reference at all to their undertaking the duties of midshipmen, but as an encouragement to seamen in a different point of view altogether.

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5286. If you created such a class of officers, would you occasionally give them commissions?—It is a subject on which I am giving an opinion off-hand entirely. I have not considered it at all; but, I think, in the Navy, and looking to the mode of promotion, I can hardly think it would be beneficial, either to the men or to the Service, to introduce men as officers, except in a case of great necessity. On referring to the evidence of Sir George Seymour, it appears to me that he refers more particularly to what took place sometimes in the late war, when the exigencies of the Service were very great; and I think that, probably, similar cases might occur again, because I believe that, at present, the number of subordinate officers is perfectly inadequate to the call that would be made in case of a war.

5287. From the men who join the ships, I suppose, there would be no difficulty in selecting a class that would effect Sir George Seymour's object?—I think that there would be such a class, or there will be shortly. I believe that the Navy, since the war, or perhaps at all, has never been in so efficient a state as to seamen as it is now, in consequence of the training of the boys.

5288. The amount of intelligence is much greater among the men than it was formerly?—Yes, I believe so; or, at any rate, it will shortly be so.

5289. Sir *James Elphinstone.*] Are you in favour of cadets receiving their education in a college?—Decidedly.

5290. With sailing vessels attached for the purpose of teaching the cadets the rudiments of seamanship?—A training ship, in some form, certainly.

5291. Are you of opinion that the present education, which is partly gratuitous, is an advantage to the Service?—I do not think that, whether it is gratuitous or not, makes much difference to the efficiency of the Service, but I am decidedly of opinion that the education should not be gratuitous.

5292. Might not a college, if established upon such a scale as would make it of national importance, be conducted on a self-supporting principle?—I think so, certainly. I believe that the old Naval College, at Portsmouth, was self-supporting during the latter years of its existence, or, if not entirely, very nearly so.

5293. Would you recommend that the sons of commanding officers should have an advantage in such a college?—I think that it is a fair thing to old officers to give them an advantage in that respect. I think it is consonant with what is done in the Army.

5294. But the general public should pay the full amount necessary for the education of their sons?—I am of that opinion.

5295. Having educated a midshipman, at a college, at what age do you think it advisable that he should be sent on board a sea-going ship?—I think that that is rather a difficult question. I do not hold a very strong opinion upon that; but I am of opinion that the earlier it can be done, consistently with the education to be acquired, the better. I was educated in the old Naval College. I was there for two years. I went to sea at 14, and I think it would be better that boys should not be sent to sea at a later age than 15.

5296. Supposing you had found that the Naval Service did not suit you, would you not have been at a great disadvantage from want of education had you found it necessary, from ill-health, or inclination, to leave the Navy, and go into another profession?—My opinion refers more to the advantages of the Service than to the individual. I think that that is, to a certain extent, true; but I think it must always be so, to a certain degree. As to boys entering the Navy, and leaving it before they have made much progress, at whatever age you enter them, I do not think you can carry the education of a boy going into the Navy sufficiently far before he goes to sea to put him on a level with boys educated for civil pursuits.

5297. Is it not the case that going to sea so very early has the effect of retaining young men in the Service who, if they had obtained an edution more like that which other young men receive, would leave the Service when they found that it did not suit them?—That is one of my reasons for recommending an early entry into the Service, that the boys are more likely to take to the profession, and to remain in it.

5298. With regard to the lieutenants; at present the lieutenants' service is continuous, is it not?—It is very nearly continuous.

5299. They have no leave practically?—I believe the wants of the Service are such, that when an officer has been paid off, of late years, he has been very shortly re-appointed.

5300. What amount of leave, on the average, does your experience warrant you in saying that lieutenants receive?—I think there is a distinction in point of leave; the leave is very small indeed. I was referring just now more to officers on being paid off. They are not retained on full pay, therefore the time that they are unemployed it would not be fair to call leave, as it is a period during which they are not employed, and the amount of leave that they get from full pay, I should say, in sea-going ships, is very small in amount.

5301. In that respect, the Navy differs from other branches of Her Majesty's Service?—Yes, very much.

5302. Then, taking a lieutenant's service at the present time to be continuous, is it not somewhat hard that when he joins the Coastguard, where he also enters upon what is described by the Duke of Somerset as very severe service, he should be mulcted of two-thirds of his time served in the Coastguard?—I think it is hardly a fair expression to use, "mulcted" of his time, because, previously to the retirement of 1860 being introduced, there was no such thing as time at all counted; the only time that was counted was a short amount of time which was necessary to qualify a person for promotion. The system of allowing retirement, on the basis of service, was introduced by the system of 1860, so that whatever an officer in the Coastguard obtained by it was granted—not mulcted. With regard to time in the Coastguard counting as much as sea time, I think that it would be hardly fair to the officers afloat if they were put on the same footing. The question is more a financial one, because, in all retirements I apprehend that it is a question of the best mode of applying a certain sum, and, given a certain sum, I think it is desirable to encourage officers on active service more than those who, although very usefully employed, are not doing such severe service as those on foreign stations.

5303. Considering that the service of a lieutenant is continuous, until he has an opportunity of obtaining service in the Coastguard, keeping

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in view that he has had no leave whatever before, is it fair that any part of that time should not be computed in his favour?—It is my opinion that, in computing a reward for retirement, the active service should be more considered than the time served in the Coastguard.

5304. But we have had the evidence of the Duke of Somerset that the service in the Coastguard is most severe?—It is my opinion that a home appointment generally is more agreeable to officers than service on foreign stations; it enables an officer to live with his family, and there are several *agrémens* or points of advantage which do not exist at sea.

5305. All of which *agrémens* do not exist in any other part of the Service; in fact, an officer, from the time he becomes a lieutenant, is continuously employed as long as his constitution will enable him to give his service; is not that so?—I think that many officers are so employed, but that it is not universally the case may be seen by the Navy List.

5306. It is admitted that it is impossible to promote all lieutenants who rise to that rank; do you consider that it would be for the good of the Service, if some means of clearing the Lieutenants' List was desired, by which, after an officer had given a fair amount of service, to be hereafter determined, he should be entitled to one of two things, either to be promoted to the rank of commander, and go on in the Service, or to receive a bonus, in addition to his half-pay, to enable him to leave the Service and provide for himself in some other way?—I think that it would be the greatest possible assistance to the Service if some scheme of that kind could be devised. I always thought that the great difficulty was in providing for the lieutenants. I think it is absolutely necessary that a much larger number of lieutenants should be employed than can be possibly provided for by promotion; and if it were possible to devise any scheme by which they could be retired after having given a certain portion of service, I think it would be most conducive to the interests of the Service.

5307. I suppose there would be no difficulty, taking the Lieutenants' List at 1,000, which appears to be the opinion of the other officers most capable of judging, in obtaining a number who would go off the List every year according to a certain scale of service, who would be entitled to such compensation as I have alluded to?—If it were a voluntary retirement scheme, of course it would be difficult to estimate exactly how many would accept it.

5308. The scheme would be this: that, after rising to a certain point, an officer could either claim his promotion, and stay in the Service, or his discharge with certain advantages?—It would, of course, very much depend upon what those advantages were; without expressing an opinion on detail, I decidedly wish that something of that kind could be done.

5309. That is the main lock?—Yes.

5310. Whatever may be done with regard to Sir John Hay's scheme, it can only be temporary, unless we have a scheme for clearing the Lieutenants' List?—That is my opinion. I have mentioned before, I think, that the number of lieutenants that you must employ can never be provided for by any amount of promotion, or nearly so.

5311. Then the importance of the lieutenants' services is undoubted?—Yes.

5312. They are the officers who carry on the duties of the Navy, are they not?—All officers, I hope, carry on their duty in their respective ranks; the lieutenants are a most important and deserving class of officers.

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5313. Sir *John Hay.*] With regard to what Sir William Miles asked you on the subject of the warrant officers, have you not heard or found that there is some dislike on the part of the petty officers of some amount of service and good characters, to accept the position of warrant officers?—I have served so much in small vessels that I cannot say practically I have found it so, but I believe it to be the case. I have always understood it to be so.

5314. Are you not of opinion that the new description of ships which are being constructed to form the Navy, will reduce considerably the necessity for having so large a staff of junior officers, because the very large ships will probably require smaller complements of men in proportion to their tonnage than formerly?—The whole construction of the Navy is so much, at present, a question of experiment, that it is difficult to speak decidedly upon that point; but I have no doubt that the larger ships that appear to be likely to represent the line-of-battle-ships, will require rather fewer officers that the old line-of-battle-ships.

5315. The gun-boat class would be better officered, probably, by warrant officers than by naval cadets and midshipmen for the junior duties?—Yes; it might be so.

5316. There is an old expression, "that it is desirable not to have any more cats than can catch mice"?—Yes.

5317. The gun-boat class would not be a desiable class of vessel in which to place young officers for instruction, where officers of more experience would, probably, be more efficient?—They would not be desirable vessels to employ cadets in. I suppose that a certain number of midshipmen would be employed.

5318. In that class of vessel, if it was numerous, a considerable amount of duty might be performed by warrant officers, in lieu of cadets and midshipmen, and with more ease and facility than the change could be made in a ship with a larger complement of men?—I do not desire to see any substitution of warrant officers where it can be avoided. I think that the officer, in the usual sense of the word, has more command, although he may have less experience, than a man raised from the ranks; and although in those vessels you might not require so large a number of officers, it would be in proportion to the complement. It is difficult to say what class of vessel will represent the old cruisers of the Navy; but, probably, they will be vessels of a considerable size, and therefore they will have accommodation, which is the real difficulty, I consider, in employing officers.

5319. Is it desirable, in your opinion, that the warrant officers should mess together, in order to give them a greater appreciation of their profession?—I think it would be desirable if they could mess together, if you could find a place for them.

5320. Is it desirable that a sub-lieutenant should have the time of his service fixed, or should that be left as at present, there being a power to give him immediate promotion, without distinguished service, immediately after passing?—I think, generally speaking, it would be advantageous that a sub-lieutenant should serve

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longer than has been the custom of late; but I am averse to fixing the time. I do not like to put any limit on the possible advancement of a young officer to the Captains' List as long as the present system obtains. I think it is so essentially necessary that a considerable number of young captains should be placed on the Captains' List, with a view to obtaining flag rank at an efficient age; and any regulations which prevented a certain proportion being quickly advanced, I think, might tend to the injury of the Service.

5321. In which rank is it now that the delay takes place in arriving at flag rank?—In the captains', undoubtedly.

5322. Is it desirable to lengthen the service arbitrarily in the lower ranks, with constant service, if the period of time served in the captains' rank could be shortened?—I think, if you could obtain efficient admirals, that the length of service in the lower ranks might be increased with advantage.

5323. In that case, supposing your difficulty as to rapid promotion to the rank of admiral were solved in some other way, why would you consider it desirable that an officer in the rank of sub-lieutenant, excepting on some special occasions, should not have a fixed minimum period of service?—I think the objection to it is this; that in fixing the period of service for promotion in the other ranks, it is with a view to qualification simply. I understand that a lieutenant is not considered fit to command a ship until he has had an experience of two years; and a commander is not considered fit for advancement to higher rank till he has held a command in his rank as commander. But with a sub-lieutenant the case is different, because a sub-lieutenant is a midshipman who passes his examination before three experienced officers, who sign a certificate that they have examined him in every possible way, and that they find him fully qualified to take upon himself the duties of a lieutenant. That being the case, I do not think that one can consistently say that an officer should serve for a certain period in that rank.

5324. Practically, in your experience, is it not the case that the mates of the Service do gain very considerable experience, and benefit very much, by a certain length of service?—I have no doubt that, generally speaking, an officer makes a better lieutenant from having served for a certain time as a mate; but I think that will always be the case. I would not fix the time.

5325. Referring to the questions of Sir James Elphinstone as to a mode of getting rid of those lieutenants who could not possibly be advanced to higher rank by giving them some bounty, what length of service do you think a lieutenant might be expected to give before such retirement should take place; would 20 years, in your opinion, be a reasonable time?—I am answering quite off-hand, because the suggestion is, I think, almost a new one, but I think 20 years' service as a lieutenant would be an ample period.

5326. Is it likely that he would be an old and useful officer after so long a period of service?—I think, practically speaking, from my observations in the Service, there are very few lieutenants, and I doubt whether there are any, who have served 15 years on board ships; at all events, very few. I do not refer to the Coastguard.

5327. Supposing that a lieutenant had not had an opportunity of serving, or that by some means he managed to avoid service, at what age do you think it would be desirable that such an officer should be retired from active service afloat?—I do not think that you can expect any useful service from a lieutenant on board a ship after the age of 45.

5328. Is it desirable, in your opinion, as the case stands at present, when nearly every lieutenant who is fit for service is almost always constantly employed, that a larger amount of leave upon full-pay should be given to those officers?—I wish that some arrangement of the kind could be made; but I do not see my way to it practically, from the nature of the service, if always employed on foreign stations and fitting out.

5329. The present custom of the Navy is, I suppose, on a ship returning to England after a long period of service, and being paid off, that the lieutenants are placed on half-pay; might it not be advantageous to the Service if some concession were made to them, and a small period of time allowed to them to visit their friends upon full-pay?—I think it would be a very fair and proper thing to do, to retain a lieutenant for a certain period on full-pay, in the same way that a midshipman is, and, I believe, mates are, retained.

5330. Are you of opinion that a period of two years is sufficient to qualify a lieutenant for promotion?—Yes; I think it is sufficient to qualify him.

5331. Do you think, looking at all the various interests in the Service, that natural jealousies will not arise among the officers, so that a longer period might be desirable?—I think that, practically, no difficulty arises from the present system, and I think that it gives the Admiralty, in special cases, the power of advancing young and meritorious officers. I would not make any rule which would debar them from that. Haul-down vacancies were perhaps given too frequently to very young officers, but the promotion of young officers to those haul-down vacancies has already been limited; and I do not think that any further regulation on the subject is necessary.

5332. Are you of opinion that the limit which has been already applied to the haul-down vacancies might be with advantage applied to death vacancies which are filled by commanders in chief?—I think that a haul-down vacancy has been looked upon more as a privilege, whether rightly or not, of the flag officer, which he has considered more as his private patronage than the filling of the death vacancies on his station; but I should be sorry to put a greater limit on the advancement of officers than at present exists, and mainly for the same reason that I have stated before, with a view to obtaining young captains under the present system of promotion to flag rank.

5333. Have you considered the number that it would be necessary to retain on the Lieutenants' List for active service?—I look upon the Lieutenants' List as the great source from which to supply officers to the Service. I think that, in case of a war, you would probably have to make large promotions, and, taking into consideration the number of officers who, under the present system, must advance to the top of the Lieutenants' List, without being really effective officers, I do not think that the Lieutenants' List should be limited beyond what it is at present.

5334. Twelve hundred?—No; I mean the number at present existing on the List.

5335. The present number is 800; would that number, do you think, be sufficient?—No; but I would

I would not reduce it below the present number; it is possible that the limit might be reduced to 1,000.

5336. Do you think, with a view to giving more employment to the commanders, that it might be desirable to appoint a commander to a post-ship, and a commander to such ships as it would be convenient for them to command, and which are now commanded by lieutenants, thus to limit the number of lieutenants on the one hand, and on the other hand to give more constant active employment to the commanders?—I should certainly approve of employing commanders in post-ships, in any of those ships in which there was accommodation for them. With regard to their being employed in small ships, I certainly would employ them in any ships where there was a sufficient number of men to make it a commander's command. I do not think, as far as I recollect, that much could be done in that way now; the commanders have been put into a number of commands that were formerly held by lieutenants; and if that could be extended, I should be glad to see it done.

5337. In the event of the outbreak of a war, should you feel much confidence in obtaining relief to the Navy, as to the command of contract and steam-vessels, which might be commissioned in another way, by employing the officers of the Naval Reserve to command those ships?—I am hardly acquainted with the state of the list of officers in the Naval Reserve; or the number of effective officers who have joined it. I know that a good many have joined it; but you could hardly count upon the services of some of them from the positions which they hold. I have no doubt that you might obtain some of them for the employments you have mentioned.

5338. Have you any opinion to offer as to the limit to be put to the number of the commanders?—I think that the number of commanders, at present, is more than the wants of the Service demand; but the objection that I entertain to limiting them turns upon the question of promotion. I think that, if you reduce the List of Commanders much in the way that has been suggested in certains plans, it will tend to check promotion very much; I consider that, in all these questions, it is an endeavour to reconcile two rather inconsistent things, the advantage of the service at large, and the advantage of the individuals themselves.

5339. Supposing such a provision was made, as has been suggested by Sir James Elphinstone, and that the lieutenants who could not be promoted were reasonably provided for, at what limit, for the benefit of the Service, would you fix the number of the commanders?—I think, apart from the question of promotion, and speaking merely of the numbers to be employed in the Service, they might certainly be reduced to 400.

5340. Not below that number?—I would rather not go beyond that, in the first instance.

5341. Of course you would not approve of any reduction that was occasioned by the limit of promotion to one in three, as before?—No.

5342. Have you any suggestion to make as to the number of the captains, with a view to their more constant employment, either in commanders' commands, by lowering the rate of the ship which should be a post-ship?—In all these questions we come to the practical subject of promotion on the Admirals' List. It is very desirable to employ more captains; but the more captains you employ the more will become qualified for flag rank.

5343. For the advantage of the Service, considering the number of years that a man must be on the Captains' List before he can by any possibility attain the rank of a flag officer, is it not desirable that he should be bound to pass a considerable amount of that time at sea?—Yes, I think so, decidedly; it would be desirable that he should pass a considerable amount of that time at sea; but I find, practically, that officers who have become qualified for promotion are not, in the absence of war, and except from a sense of duty, very frequently anxious to serve after completing their time.

5344. Would not that rather tend to show that it is desirable to limit the number of the captains, so as to reduce the number of officers who could rise to flag rank, and, at the same time, give constant employment to those who were on the list?—I think that the List of Captains might bear reduction with advantage. I think it might be reduced to 300 with advantage, apart from the question of checking promotion.

5345. To what do you attribute that disinclination to serve which you have just mentioned?—I think, partly from a man's studying his convenience, and apart from his sense of duty (and, I think, there is no absence of a desire to to serve if it were necessary); a man having arrived at a certain time of life, and service in the Navy being, probably, more severe than any other service in the world, he may have married and have a family, and he may not be disposed to go on active service when there is no great inducement to do so.

5346. There is no great inducement?—None, apart from a sense of duty.

5347. Have you read the evidence given by the Duke of Somerset before the Committee?—I have glanced at it.

5348. He suggests that in the event of a war breaking out, granting that there might be rather an insufficient supply of admirals upon whom he could rely, he would look to the appointment of commodores for the command of our squadrons. Do you think that that would be a desirable condition for the Navy to be in, that the duty which ought to fall upon the admirals should necessarily fall upon the captains?—I would suggest that, instead of employing them as commodores, they should be promoted to be admirals.

5349. Lord *Clarence Paget.*] Do you mean that you would promote them by selection?—I think that if an officer is wanted to perform an admiral's duty, he should be made an admiral.

5350. Sir *John Hay.*] Is it not the fact that the employment of commodores would entail a slight additional expense upon the country by the difference of the half-pay?—I believe you are correct in that.

5351. Therefore, it would not be an economical scheme?—No.

5352. The country might possibly gain the services of a more active officer?—Yes.

5353. You are acquainted with the French system of promotion from the rank of captain to flag officer?—I believe I understand it pretty well.

5354. It has been stated by Captain Hore that promotion in the junior ranks is regulated, in a great measure, by the principle of seniority, while promotion to the rank of flag officer is by selection after

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after a certain period of service as captain: have you any opinion to offer to the Committee on that system of promotion?— My own opinion as to the French system of retiring admirals by age, and the selection of officers for that rank, is that the two systems necessarily go together; and in some of the opinions which I may have expressed contrary to the retirement of admirals by age, I did not intend them to apply to the principle of retiring admirals by age, but to the principle as proposed in the schemes which have been referred to. I think that if you adopt one part of the French system, you should also adopt the other part, promoting admirals by selection; in that case there would be a certainty of having efficient admirals on the list.

5355. Would you prefer to recommend to the Committee such a course with reference to the mode which is now adopted, or with reference to the modes which have been suggested in the various schemes to which your attention may have been called?—I am decidedly of opinion that it would be for the advantage of the Service, in a great many ways, if promotion could be made, under certain restrictions, by selection to the rank of admiral. The system of selection at present applies to all other ranks; and I think it has been stated, in evidence before this Committee, that that power has been generally exercised to the advantage of the Service, and with tolerable fairness. In promoting officers to the lower ranks, if there was unfairness or injustice, it would be less likely to appear, probably, than in promotions of greater importance. I mean that the sense of responsibility would be greater, and the matter would be more before the public, in making selections for the rank of flag officer than in any other rank; therefore, there would be less fear of improper selections being made. Already the First Lord of the Admiralty has the power of selecting captains for the most important commands, for commodores on foreign stations, for superintendents of dockyards, the Comptroller of the Coastguard, and very important appointments. I do not believe that the selections generally made have given any great umbrage to the Service. I therefore do not see why a limit should be placed upon his power of selecting officers for the Flag List, the most important and most conducive to the Service of any appointments that can be made.

5356. Such a course being adopted, at what age do you think it would be necessary that captains should be retired, so that they would no longer remain open to selection for flag promotion?—I should not be disposed to go beyond, what has been generally suggested, the age of 60.

5357. Sir *John Pakington.*] Did you not state that, in the event of the principle of selection being applied to the promotion of captains to the Flag List, you thought it would be desirable to adopt the principle of age retirement for admirals?—I think it would.

5358. Sir *John Hay.*] The rank of rear-admiral being attained in the method that you would propose, should you think it desirable that the next step, the rank of vice-admiral upon the List, should be obtained without any further service?—I think that an officer certainly should serve in every rank before he was advanced to a higher one.

5359. If the system you have suggested were adopted, do you think it would be desirable to maintain the Active Flag List with the large number that is at present upon it?—I think that that is one of the solutions to the economical question. I think that in that case you would bear the wants of the Service only in view, and only have a List of Admirals sufficient to hold the necessary commands.

5360. That would be very considerably below the number which is at present upon the list?—Yes.

5361. Speaking of the retirement that you have suggested for captains who had not been selected, but who had reached the age of 60, would you give them the gratification of holding the nominal rank of rear-admiral upon their retirement?—I think that that is a question which would hinge, probably, very much upon the expense of it.

5362. I am speaking not of the expense, but whether it would be judicious to gratify officers who had been long on the list, and yet had not attained the object of their ambition, by giving them the rank of rear-admiral on the occasion of their retirement?—I think that there could be no objection to gratifying them in that way.

5363. Another matter that has been suggested to this Committee is with reference to a change of the titles of the various officers in the Navy. It has been stated to the Committee, that when serving with the Army, which is very often the case, considerable heartburnings (especially in the rank of lieutenants) and feelings of dissatisfaction have arisen, because a lieutenant in the Navy is often supposed to be junior in rank to a captain in the Army. Do you think it would be desirable to make some change in the nomenclature or titles of naval officers, with a view to get rid of that difficulty? The same thing would, of course, hold good in a certain degree in the rank of captain, although not so much; and it has been suggested that the difficulty might be solved by giving the title of commodore to a captain, and giving the title of captain to a lieutenant?—I am quite aware that that feeling has existed amongst officers; but I am against changing the names, I prefer the existing titles. You said that it applied in a less degree to captains; I think that it applies almost in a greater degree. I consider that the difference between the title of a captain in the Navy and a colonel in the Army is even more disparaging to the position of the captain in the Navy. I can only speak from my own feelings as a captain; and I should be very sorry to be called by any other name than the captain of my own ship. I prefer that old naval term.

5364. You know of no disadvantage that would result from a change?—No; but I consider it is a matter of small importance.

5365. Have you any opinion to offer to the Committee as to a change which has frequently been suggested, namely, the abolition of the rank of master, and employing navigating lieutenants to assist the captain in the navigation of the ship?—That is a subject which I have considered very much; whilst I was at the Admiralty it was brought forward, and a committee of inquiry sat upon that subject. At first, I may say, before I went into the question, that my opinion was in favour of doing away with the masters; but upon a full consideration of the subject, and having gone into it to the best of my ability, I came to the conclusion, in conformity with that of the Committee, that the masters should be retained.

5366. Sir *James Elphinstone.*] Do you think it prudent, in very large ships, that the number of the officers should be reduced: suppose, for example, an action took place, and a number of casualties occurred, in such a ship as the "Warrior"?—I think that the number of the lieutenants at present appointed to ships might be increased with advantage, if accommodation could be found for them; I am strongly in favour of having a large number of officers.

5367. Mr. *C. Berkeley.*] Are you aware that the principle of selecting captains to be admirals used to be the rule in the Navy?—I am not aware that it ever was the rule. I am aware that there is a power reserved to Her Majesty of selecting officers.

5368. You are not aware that that rule was put a stop to in 1788, in consequence of the great dissatisfaction which was caused in the Naval Service?—No, I am not.

5369. It has been stated that the Order in Council of 1860, being partly retrospective in its action, has been the cause of some dissatisfaction. If the principle of retirement by age was introduced among the captains who are qualified, would not that cause a much greater amount of dissatisfaction? — With regard to the dissatisfaction which has been caused, I think there are two classes of persons referred to, the officers who have been retired under the Order in Council, and the officers who have not been retired under the Order in Council. I can hardly conceive that the officers who have been retired have any general feeling of dissatisfaction, because they have almost all, or a very large proportion of them, benefited by it. I think that the officers who have not been retired under it have been led to expect that greater advantages in the way of promotion would ensue from the extension of the principle of retirement by age to the higher ranks. I believe that they are mistaken in that opinion; but I think that that opinion has been general, and that amongst them there is a feeling of disappointment at the retirement by age not being extended to the higher ranks. I have no doubt, in reference particularly to your question as to the compulsory retirement of captains by age, that that would have given greater dissatisfaction to the officers.

5370. They would have had a more reasonable ground of discontent the nearer they were to the flag?—If really a great advantage to the Service would be derived from it, I am not averse to the principle of retiring officers by age; but my objection is, that I have not seen, in any plans proposed, that any advantage would accrue from it.

5371. The Committee have been informed that there is likely to be some stagnation in the promotion to flag rank in the course of a few years: is that your opinion?—I think that the promotions hereafter must necessarily be much slower from the Captains' List, and for these reasons, that the number of officers who will be qualified for flag rank must necessarily be very much greater. The number of captains who are now employed, I believe, is about 120; but the evidence is before the Committee as to how many are now employed. Certainly, the number that was employed 10 years ago was nothing like that number; therefore, it follows that a much larger number of officers will become qualified for their flags, and, therefore, that promotion to the Flag List generally will be slower.

5372. Might not that in some measure be remedied by a stricter observance of the rules with regard to sea-time?—I am not aware that the rule as to sea-time has been departed from.

5373. It has been stated before the Committee that officers are allowed sea-time who have not been actually at sea: for instance, for service in the Coastguard ships, the Commodore of the coastguard, and other harbour or shore employments? —No doubt if the sea-time was limited to ships employed on foreign stations, it would alter the proportion of officers who are qualified for flag rank.

5374. If that were the case, of course the better appointments would be given to those officers who were qualified for their rank?—I presume that such a course would be adopted by the Admiralty.

5375. You stated, I believe, the other day, that you thought promotion to the proposed Flag List, supposing the number to be reduced to 75, would be slower than it is under present circumstances?—If the honourable Member is referring to the plan proposed by the Right Honourable Baronet, in the paper that I prepared for the information of the Duke of Somerset and the Board, I came to that conclusion.

5376. You stated, I think, that the actual number of promotions to the Active Flag List would be slower?—I think that, according to the plan proposed by Sir John Pakington, he expects 49 vacancies to occur for the promotion of officers to flag rank in 10 years from the date of his proposal.

5377. Is not that including the number to be promoted by the removal of admirals then on the List?—It includes all under his plan; I believe that, under the present system, as many as 58 vacancies will occur.

5378. Would the promotion extend so low as it will under present circumstances, by reason of a certain number of captains being removed on account of becoming 60 years old?—It is difficult in evidence to go through the whole of this paper; but if the Committee will allow me, I will put it in evidence. It is a comparison of the promotions that were likely to take place under Sir John Pakington's plan, and those that were likely to take place under the present system.

5379. *Chairman.*] Did you prepare a paper, a few years ago, with reference to the present system of promotion and retirement, comparing that with the plan as proposed by Sir John Pakington? —That paper was prepared by me in 1860, for the information of the Duke of Somerset and the members of the Board, showing what I considered would be the probable effect of carrying out the plan of Sir John Pakington, as compared with the one which led to the Order in Council of 1860.

5380. Sir *John Pakington.*] Not as compared with the then system, but as compared with the system under that Order in Council?—Yes.

5381. *Chairman.*] Will you have the goodness to hand it in?—Yes (*handing in the same.*—Vide *Appendix.*)

5382. Mr. *C. Berkeley.*] If there was any stagnation in the promotion of captains to the Flag List, might not that be obviated by adding to the reserved pensioned admirals?—It might be obviated by increasing the number of officers upon the Flag List in various ways. I always consider that the limit of the amount of promotion from the Captains' List is, in fact, determined by the number of officers on the Flag List, both

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retired and active; and any scheme which increases the total number of officers on the Active and Reserved Flag List combined will increase promotions and any system which diminishes that number will diminish the promotion from the Captains' List. It will be attended, of course, with proportionate expense.

5383. Which expense would be easily ascertained?—Yes.

5384. In speaking of the Reserved List, you do not, I think, mean the regular Reserved Lists of Admirals, but the Reserved Pension List?—No; I mean the entire List of Retired and Reserved Flag Officers, which represents the amount of promotion from the Captains' List.

5385. If captains were advanced to flag rank at a younger average age than they now are, would not that, in the course of a few years, check promotion again?—Under a system of promotion by death, no doubt.

5386. Or by removal on account of age the same thing would apply, would it not?—Yes.

5387. With regard to the reduction of the various Lists, unless that reduction is carried out by some temporary measure, would not that rob the rank below of their fair share of promotion?—Yes; and that is an objection, in my mind, to the plans which have been proposed, if any reduction of the list is effected by removing officers to the Retired List; their vacancies being appropriated to the reduction of the list, instead of, as will occur now, to the purposes of promotion.

5388. In the plan which has been called Sir John Hay's Plan, the proposal is to reduce the number of the captains from 350 to 250; are you at all aware of the effect that that would have on the promotion of the commanders?—I think that it would limit the promotion very much, because under the plan, if I understand it, of Sir John Hay, there are at present only 36 captains above the age of 55 who would be eligible for the retirement; and I do not think that under the system proposed, the list would be nearly reduced to its proper numbers by the retirement of officers, and that, to reduce it, it would be necessary to revert to the system of promoting one in three.

5389. That system would probably be considered very unsatisfactory to the commanders?—I think it would check their promotion very much.

5390. Do you think that the 1,200 officers on the Active List, who are stated to have concurred in recommending that scheme, understood the whole of the subject?—I have no opportunity of knowing what their opinions really are; but I think that if they do approve of this system, they cannot fully understand it.

5391. Do you think that when the circumstance which you have just pointed out as to the promotion of the commanders is known, they will be satisfied with the result of the scheme, if it be carried out?—I think that the Committee are only considering one-half of Sir John Hay's Plan; and it is very difficult, in giving an opinion upon the subject, to separate one from the other. I mean the question of pay, and the question of promotion. We can only refer to the question of promotion, taking that part of the plan by itself. I think, if it were carried out, it would cause dissatisfaction.

5392. With regard to the Reserved List of Captains, F. G., it appears that they claim advancement to flag rank just as if they had been promoted to the Active Captains' List; do you think that that ought, in justice, to be granted to them?—I do not myself think that the reserved captains have any claim to the advantages which they seem to consider themselves entitled to.

5393. They have already been allowed to participate in the Order in Council of 1860, have they not?—I cannot understand why they should conceive that the Reserved List implied the position of the Active List.

5394. The retired captains on the H. I. K. List claim that they should also be allowed the same advantage that has been granted to the Reserved List; they want to participate, as I understand, in the Order in Council of 1860: do you think that they have good grounds for that expectation?—I think that the officers on the H. I. K. List have no claim for an extension of the benefits of that Order in Council; it was passed after they were retired; and the case of the reserved captains being allowed to participate in its advantages was, perhaps, more than they had any right to expect. I cannot of course, in my position, state the grounds upon which the Board came to that decision; not having been a member of that Board, I can give no answer to that; but I can only presume that there was an idea as to those officers, that though they had no claim to the increased advantages, yet owing to the wording of the Order in Council, they might have been led into some misconception, and the advantages of the new Order in Council were extended to them as a kind of boon, particularly as they would benefit those who had served long and well; those who had not so served would remain as they were.

5395. It has been stated that some of the retired captains are seniors, and have had better service than many of the reserved captains; is that the case?—No, I do not know that it is; it is possible that they may have had; but those captains on the Reserved List who had not good service will not have derived any advantage from the Order in Council of 1860, because the scale of pay is in proportion to the service.

5396. All the arguments which apply to the reserved captains, for and against, of course apply to the reserved commanders on the M. N. List?—I think so; there is this difference, that the reserved commanders have a still less case than the reserved captains.

5397. They were promoted under exactly the same Order in Council?—Yes; but in promoting a man to the rank of commander, he cannot imagine that he would rise in consequence, whereas an officer on the Captains' List may; and, in fact, they have fancied that they would be entitled to rise.

5398. With regard to the reserved lieutenants, it has been stated that the junior officers on the Reserved Lieutenants' List are in a worse position than the seniors on that list, inasmuch as the seniors have risen to be retired commanders under the Order in Council of 1830, and retired commanders under the Order in Council of 1816; while the juniors state that they have had equal or better service, and that they have not got so much as they think they ought to have?—I do not think, as to the reserved lieutenants, that the Order in Council of 1860 has extended to them, or to the retired commanders either.

5399. An officer, who gave evidence on the part of the reserved lieutenants, stated, in reply to Question 3827, that he had forfeited 2 *s.*

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or 3*s.* a-day; he stated that his services had been, as lieutenant 3½ years, and as mate 6½ years. If he had been entitled to participate in the Order in Council of 1860, would he have benefited to the extent which he stated?—His service as lieutenant would not have entitled him to any augmentation of pay; but his services as mate would have entitled him to 1*s.* a-day extra. If the Order in Council had been extended to him, it would have increased his pay to the amount of 1*s.* a-day.

5400. That is all that it would have amounted to; while under present circumstances, if he has the good fortune to remain on the list until he becomes a retired commander, under the Order in Council of 1830, or of 1816, he may attain 8*s.* 6*d.* a-day?—Yes.

5401. The case of another officer has been quoted, that of a retired commander under the Order in Council of 1830; it is alluded to at Question 3852, if you will just refer to that part of the evidence?—It seems to me to be the complaint of an officer on the Retired List, to whom the Order in Council did not extend. I do not think that it should have a retrospective action of that kind.

5402. That officer, in a letter, stated that he had had 36 years' active service, do you think that he meant active sea-service, or partly Coastguard service and other service?—I have really no means of answering that question. I do not know the case of the officer; but it would be very easy to ascertain it by asking one of the clerks in the Admiralty. I am not acquainted with the officer or his case; it seems a very large amount of active service; but I never met with an officer who had had so much service, as far as I recollect.

5403. One of the complaints made with regard to the time which is allowed to count in the Coastguard is, that it counts only triennially, and therefore that an officer to get any advantage from his Coastguard service must serve for 18 years before he can count six, or he must serve 27 before he can get nine years' time allowed?—One-third of his time will count for every day of his service.

5404. The Order in Council says, "Above six years and less than nine years' service; above nine years and less than 12." It appears that he must complete a period of nine years' service before he can count three years?—The time in the Coastguard counts only one-third; but the limit of the periods of service to entitle officers to increased retired pay is the same for all officers, whether employed in the Coastguard or otherwise. It is very true that an officer may be one day short of nine years' service, and it would seem to act hardly upon him; but it is necessary to draw a line somewhere, and I do not see that it acts more prejudicially to an officer in the Coastguard than to other officers. It is quite true that an officer who is just short of the period would lose a certain amount of his service, so far as counting for retirement is concerned.

5405. Do you think it would be possible to keep the Lieutenants' List in such a state as to make sure that every officer upon it was active and efficient?—I think it would be almost impossible to do so. The suggestion made by Sir James Elphinstone is the only one that I have yet heard that I think is likely to bear upon the subject.

5406. How would you get rid of those who were not inclined to serve?—If an officer was offered an appointment, and he declined to serve, I should remove him from the Navy List; it has been done in several instances.

5407. Practically, would it not be difficult either to force officers to leave the Service, or to leave them on shore?—Yes; but I think it has frequently been enforced.

5408. With regard to the amalgamation of the various Retired and Reserved Lists, you can probably give the Committee some information. I believe that, in 1860, the Active List was first separated from the Reserved and Retired Lists?—I forget in what year it was; but it was about that time that it was done. They have always been separate lists, and the only difference is that they are now placed in a different part of the Navy List.

5409. The alphabetical letters which are referred to in the Appendix, and which are attached to each list, have not stood there for any great length of time, have they?—I am not aware as to that.

5410. Do you think it would be possible to amalgamate the reserved admirals and the retired admirals, without doing injustice to either rank?—It would be possible to do so; but I think that perhaps officers on the Reserved List might object. I think they might prefer the title of reserved admiral to that of retired admiral; but I do not think that there is much difference.

5411. Then it is possible that that might be taken into consideration and those two lists amalgamated?—It appears to me that the proposal contained in Sir John Hay's scheme for massing the Reserved and the Retired Lists might be carried out without any difficulty even at present; but I do not see that any very great advantage would result from it. Officers might be all placed on one list, with notes attached to their names, showing which Order in Council they were retired under; but I do not see that any great advantage would be gained by it.

5412. With regard to the retired commanders, under the Order in Council of 1816, and the Order in Council of 1830, and reserved lieutenants, do you think that they might be put into one list without any disadvantage?—I am not aware of any disadvantage that would occur from their being placed on the same list; it would not alter the circumstances under which they were retired as to the pay they would have or the rights they would have,

5413. Practically, would not the mixing up of the various lists together, unless you put distinguishing marks, be very inconvenient?—Each officer would know his own position; it would not alter in any way his pay or his rights; his title and rank would remain the same. I do not know that there is any great advantage in massing them together, or in keeping them separate.

5414. Have you any observations to make as to limiting the entries of naval cadets?—I think it has been assumed in some of the evidence which has been given before this Committee, and in the plan which has been circulated under the name of Sir John Hay's plan, that there is no system or rule with respect to the entries of cadets into the Service, which impression, I think, is quite erroneous. I am aware that, under the present Board, it was a subject that was considered very much. Almost immediately on the accession of the Duke of Somerset to office, it

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was gone into with great care, and the subject was considered by the Board; and a Board minute was made regulating the numbers to be entered; and so far from there being no system as to the entry of cadets, there is a very strict system observed under the present regulations.

5415. It would probably be very difficult to fix any particular number of entries; must not that be guided in a great measure by the number of vacancies which occur on the Lieutenants' List and by those who retire voluntarily from the Service?—Yes; but I think it would be objectionable to fix any limit that should be binding upon the Admiralty. The Admiralty have always had a fixed number to guide them as a general rule, although it was within the power of the Board to make a fresh regulation on the subject as circumstances required. The number, I believe, has been fixed for some years at 200; that was the number whilst I was at the Admiralty.

5416. Mr. *Finlay.*] It appears from your evidence and from the evidence of some other witnesses, that the want of accommodation on board ships of war is an obstacle to the employment of certain officers, and to improving the condition and comfort of the warrant officers. Is there no arrangement by which that accommodation could be afforded?—I know that at the present time in large ships there is great difficulty in procuring the cabin accommodation which it is desirable to provide for officers. The introduction of steam, the number of the engineers, and the large mess-place that is required for them, take up so much room; a large bath-room is provided for them. Of late years the assistant surgeons have had cabins allowed to them, which was not the old custom of the Service; and all these new arrangements have very much crowded the cabin accommodation of the ships, and I think it would be very difficult to carry it further.

5417. The modern ships are, I believe, of much larger tonnage in proportion to the number of men borne than they used to be in former days?—No doubt they are; but that is a question more for the comptroller's department. I know that practically there is great difficulty in providing cabin accommodation.

5418. But is it not very desirable if it could possibly be provided for the benefit of the Service?—I do not know that there are any officers at present without cabins who would be entitled to them; it is an obstacle in the way of increasing the number of the officers on board ship.

5419. You stated, I believe, than in some ships there was hardly a sufficient number of lieutenants, and also that there was not the accommodation which it was desirable to give to warrant officers?—I stated that there would be a difficulty in providing a place for the warrant officers' mess, probably. My own opinion is that in many ships it would be an advantage to have an additional lieutenant.

5420. Sir *Francis Baring.*] With respect to the proposal for massing the different lists, have you seen a paper which has been laid before the Committee, showing how such a plan could be carried into effect?—I have never seen a list prepared in that way.

5421. Have you not seen a list that was prepared as to the admirals, and laid before the Committee?—I have not.

5422. Have you not stated that if you adopted the rule of retiring officers by age, of necessity you must adopt a system of selection?—I should object to plans which proposed to retire flag-officers according to a limited age, because all those plans have appeared to me to tend to check promotion; but I think that those objections would be obviated if promotion by selection took place.

5423. Then your objection arises from the impression that a limit of age such as is proposed would check promotion?—I think so.

5424. You made an observation which I did not quite understand, that the total number of the promotions depended upon the total number of the officers upon the Reserved List and upon the Active List. I am speaking now not of the Retired List of Admirals, but of the Reserved List of Admirals; and how does the number of the promotions to the Flag List at all depend upon the deaths of the reserved admirals?—Not upon the deaths, but upon the number. I conceive that every reserved admiral represents a promotion which has taken place. The number on the Reserved List does not represent the amount of promotion that will take place, but it represents the amount of promotion which has taken place.

5425. It does not represent at all the number of promotions to the Flag List?—Every officer who is placed on the Reserved List of flag officers has occasioned a vacancy for a promotion to the Captains' List, and for the advancement to the top of the list of captains of those below.

5426. If this Committee were to recommend that all the old reserved officers should by some means be removed, would that create a single promotion?—No; because the promotion has already taken place.

5427. It would promote another officer, but not the next officer?—Yes; to the Flag List.

5428. It would promote one captain who might stand third or fourth; the three above him would be transferred to the Reserved List. It would cause the captains to rise faster, but it would not create an additional number of vacancies?—For promotion to the Captains' List it would.

5429. Undoubtedly; but not to the Flag List?—No.

5430. Lord *Clarence Paget.*] You are aware that in the plan, which is called Sir John Hay's plan, it is proposed to promote officers partly by seniority with reference to sea-service; indeed, that forms a fundamental part of the scheme: do you think that that could be practically carried out?—I think it would be very difficult indeed to carry out a system of promotion by seniority of sea-service, because upon each occasion on which promotions would be made, it would be necessary to ascertain with absolute exactness the amount of sea-service of the senior officers of each rank; and I think it would be impracticable to do it, because from the officers being on distant stations you could not ascertain, at the moment of promotion, who had had the greatest sea-service. It is not a small objection that I am making, because suppose that three promotions were about to take place, and one was to be given to the lieutenant of the greatest amount of sea-service, the prospects of that officer might entirely depend upon his having one day's more or less service; the selection of the officer would depend upon a day, and I think it would be quite impracticable to ascertain that upon each occasion of promotion. Practically, I think, that of late years, more than a third of the officers have been promoted on that system.

5431. You

5431. You are of opinion that any stringent rule of that nature would be impracticable, although the principle is a good one?—Yes; I think that the principle is a good one.

5432. In your examination the other day, you were referred to words which had been used by the Duke of Somerset, *videlicet*, "the lists will again become clogged;" and you were asked by Sir John Pakington, at Question 5261, "Would it be an unfair or an incorrect interpretation of that expression, to say that it meant an accumulation, from year to year, of injustice, in the shape of officers not being promoted who had a fair claim to be so?" and your answer was, "I should hardly like to use the words 'injustice in the shape of officers not being promoted who had a fair claim to be so,' because I do not know that any officer has exactly a claim or a right to be promoted." Have you any observations to make upon that?—I see in the latter part of the answer, as it is printed here, that the words are, "the right of an officer to be promoted depends, I imagine, on the rights of the Service." I must have meant to say, "on the wants of the Service." I think that the answer so corrected fairly represents my view upon the subject. It is very desirable that officers of long service should obtain promotion; but I do not think that an officer can exactly consider himself unjustly used in merely not obtaining promotion. He may consider himself unjustly used because of an officer being promoted before him, who he thinks has less claim to promotion; but there is an observation that is contained in Sir John Pakington's scheme as to retirement which, I think, gives exactly the proper view of the case. In page 4, speaking of the evil which has arisen from excessive promotion, it says: "Such promotions create in the minds of young officers a notion that the services rendered by them are deserving of immediate reward, independent of the requirements of the public service." And it further states, "It has been said that the root of the evil lies in the officer thinking that he has established a 'claim' to promotion, and in the encouragement which has been given to this view of the profession. The correctness of this word 'claim' is very doubtful. There is no such thing distinctly acknowledged in the compact which the officer is supposed to make when he enters the service. No such view of service is allowed in any other country." It goes on to say: "An officer in the Navy receives his education, in a great measure, in the present day, at the public expense. At an early age he is, as it were, adopted into the Service; adequate pay is supposed to be given him while actively employed, and half-pay when not so employed, as a guarantee for his future service. His promotion should depend on the requirements of the public service alone; and if any sound system is to be established, this principle ought to be adopted, and strictly adhered to." I think that that is a very sound view of the question.

5433. It has been supposed that Sir John Hay's scheme would lead to a simplification of the Lists, and, in the examination of the Reverend Mr. Harvey, he was asked, at Question 540, "Is it your opinion that it is desirable for the Service, and that the Naval Service is also desirous, that all this mass of different lists should, as far as possible, be simplified?" and the answer was, "Yes; it is the general wish." Are you of opinion that it would be possible to simplify these Retired and Reserved Lists, doing justice to the Service, and paying proper regard to the claims of each class of officers?—I think that too much weight has been attached to that point, the simplification of the Retired List. I think, as I have stated before, that the lists might be combined with notations against them to show in what position each officer is, but I do not see that it would really be attended with any advantage. I see by the plan proposed in Sir John Hay's scheme, that the officers who would be placed on the same list would really be in very different positions. For instance, in the Retired Captains' List, some of those officers would be entitled to rise to flag-rank; others of them would never be entitled to rise to flag-rank; they would be on different scales of pay; and, although I do not see any great objection to their being on the same list, it certainly would be only an appearance of simplification.

5434. Sir *Francis Baring*.] They would be retired under very different circumstances as they are under the present system, although they might appear on the same list?—Yes.

5435. Mr. *C. Berkeley*.] Would it not render it a very complicated plan, officers rising by seniority to the higher class, if two classes were amalgamated, one class receiving full-pay for service, and the other class rising to extra pay by seniority. Would it not be very difficult for any officer to know when he would arrive at the higher class?—It has appeared to me, although I have not given great attention to that point, that the complication would be at least as great as under the present system.

5436. Lord *Clarence Paget*.] Referring to the question of retirement of flag officers, and their retirement by age, putting out of the question the advisability or non-advisability of that proposal as to the Navy, I ask you whether, in justice to the flag officers, it would be fair to retire them compulsorily by age without giving them some fair remuneration such as has been held out to other classes?—In giving the opinion that I did, as to the retirement of the flag officers, I put aside altogether the question of the circumstances under which they would be retired. I assumed that it would be done on a fair system of justice; I think that that is one of the difficulties as to retiring flag officers; in all other ranks on retirement, the retirement is usually accompanied by a step in rank and very considerably increased pay.

5437. Do the schemes which you have seen, or any one of them, for the retirement of flag officers hold out to them anything equivalent to the advantages which officers now obtain in the other ranks when they are retired?—I have not seen that that has been done, and I think that that is one of the great objections to the plan proposed; it appears to me that it would do a certain amount of injustice to the officers who would be so removed unless some advantages were given which are not found in the plan.

5438. Consequently any advantages which, as a matter of common justice to them, you would consider necessary, must increase the estimate which is given as the cost of the proposed plan?—I think that, if the same advantages were held out to flag officers as are held out to captains and other officers on retiring, there would probably be no occasion for compulsory retirement. I think that, if their emoluments were increased in proportion to the captains, many more would volunteer to go.

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5439. Sir *Francis Baring.*] Are many applications made for the vacancies which occur on the Service Pension List—the ten?—As far as I recollect, when I was at the Admiralty there were always a certain number of applications—a sufficient number to fill up the vacancies.

5440. Lord *Clarence Paget.*] You have been, I believe, lately with the fleet in the Mediterranean?—I can hardly say that I fell in with the fleet; there was only one ship at Malta.

5441. It has been stated by an officer who has not been to sea for a great many years that there is a great want of discipline in the fleet; have you heard anything of that sort?—Speaking of the two ships that I came in contact with, and that I was on board in the Mediterranean, they were in an excellent state of discipline; I never saw ships' companies behave in so orderly a way as they did while I was at Malta and at Naples; I was quite surprised at it.

5442. Sir *W. Miles.*] Is not that excellent state of discipline to be attributed in a great measure to the removal of the bounty men who entered the Navy at the time of the Russian War?—I think that by this time the greater part of those men must have been paid off.

5443. Generally speaking, I believe they were a bad class of men?—I was not serving at the time, and therefore I cannot say; but the common report was that they were so.

5444. Sir *John Hay.*] Is it not true that the discipline which is maintained by Admiral Martin is peculiarly excellent?—I think that the discipline in the Mediterranean Fleet lately has been much higher than I have seen it of late years.

5445. Sir *John Pakington.*] You have just been asked whether there would not be some injustice done to flag-officers if they were called upon to retire at a certain age without giving them any advance in rank or pay. Do you think that there would be any serious disadvantage, or anything that can be called injustice, in saying that a flag-officer, after three score years and ten, shall no longer stop the promotions of other members of the same profession?—I do not think that in itself there would be, if it were not the practice in other ranks to increase the advantages on the retirement of officers.

5446. Do you happen to know the terms of my modified proposal?—Yes.

5447. Do you think that that involves either injustice or disadvantage to officers; does it not amount to saying that after three score years and ten you shall not stop the promotion of other officers?—I do not think that the injury would be considerable to them, except by comparison with the system of giving increased advantages on retirement.

5448. You stated that in your opinion lieutenants might be employed in the British Navy in greater numbers than could hope to be promoted. If that were laid down as the rule of action in the Naval Service of England, do you not think that it would have a most discouraging effect upon the profession?—I think it is so obvious that officers must be aware of it.

5449. Would you desire to lay that down as the avowed rule of the service?—I think it is inevitable, not only in the Navy but also in the Army, and in almost all professions, that the junior ranks cannot expect to arrive at the top of their professions, that is to say, a large number of them cannot.

5450. You also stated that, in your opinion, the 1,200 officers who had expressed their desire for the adoption of the system proposed did not understand it; have you any particular reason for expressing that opinion?—I stated that there was a difficulty in giving an answer to that, because Sir John Hay's proposal contains two distinct propositions; one is a proposal to limit the list on promotion, and the other is a financial project; into that I am precluded from entering, and therefore it is very difficult, as to the satisfaction or dissatisfaction of officers, to say how far their satisfaction relates to the plan for promotion, and how far it relates to the increased advantages which are proposed to be given, therefore I can hardly enter upon it.

5451. How far does that affect the opinion you have expressed, and which I understood to be very broadly expressed, that those 1,200 gentlemen did not understand what they were asking for?—I do not think that the 1,200 officers are aware that the plan proposed would limit promotion for some years.

5452. You think that they do not understand the principle which is at issue before this Committee?—I can quite understand a large number of officers advocating the whole of the system of Sir John Hay.

5453. *Chairman.*] What you mean, I apprehend, by the answer you have just given is, that the 1,200 officers who sent in their approval of the plan called Sir John Hay's Plan, sent in an approval which was founded upon the whole of the scheme, and not upon parts of it?—Yes; it is very easy to understand a proposal for augmenting the remuneration of officers, but to understand a system of retirement and promotion is extremely difficult. I have found it one of the most difficult subjects to understand; it requires an immense deal of attention; and which I do not think that any officer not having access to official reports can possibly give; and, therefore, I do not think that the opinion of officers who have not gone into the question deeply is of any real importance.

5454. It does not follow that they would approve, in the abstract, of the compulsory retirement of the higher ranks by age, unless that proposition were taken in connexion with increased pay and more rapid promotion?—I think so.

5455. Sir *Henry Willoughby.*] Is it your opinion that there may have been some miscalculation as to the effect of the system of promotion and retirement, under what is called Sir John Hay's scheme?—I have not found any, as far as I have gone. It is difficult to go into a minute calculation of that kind; but I have not found anything that I should suppose could be a miscalculation. It does not appear to me that Sir John Hay claims for his plan any great amount of promotion. I think that he has under-estimated the time in which the lists will be reduced to the limit at which he proposes to fix them. I think that it would take longer than it would appear to be presumed in the paper for the Captains' List to be reduced by 100, and the commanders by a still larger number.

5456. Mr. *C. Berkeley.*] You were asked just now whether flag officers, at the age of 70, ought to be allowed to stop promotion. Is it the fact that flag officers, at the age of 70, do now stop promotion?—They so far stop it, that if the list was maintained under the same rules, and the same

same number were continued, officers, by not dying at 70, would stop promotion.

5457, Sir *Henry Willoughby.*] Are you aware of the number of admirals that there are altogether on the Active List, and the Retired and Reserved Lists; are you aware that they are stated to be 352 in number?—Yes.

5458. Is not that a number which is unexampled in our history? Has there ever been such a List of Admirals at any previous period, or anything like it?—I believe that it is a larger number than has ever existed before. I rather think that it has been slightly reduced in the last year.

5459. In 1816, the list consisted of 240?—I have not got the returns here.

5460. Would it not seem that there must have been something wrong in the system which should have led to such a result, if you have upon your lists a greater number of admirals than there are probably in the whole world?—Notwithstanding the number of the admirals, I do not think that the promotion has been such that officers have been advanced sooner than they might expect to be.

5461. Would not that rather point to the fact, that there have been too many officers placed in a position where they might fairly seek for promotion, and more than the Service, with any reasonable chance of success, could find employment for?—I think that a great difficulty always exists to reconcile the wants of the Service with what has been considered to be fair justice to the claims of officers for promotion; that difficulty will always exist; it is a question of degree as to which consideration you give the greatest weight to.

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5462. Would not that rather imply that there ought to be great care and circumspection as to the number of officers promoted?—No doubt.

5463. The immense number of admirals on the Reserved and Retired Lists form part of what is called the non-effective charge of the Navy?—Yes.

5464. And all those changes which have been made have been made in order to quicken promotion, by increasing the numbers on those lists which constitute the non-effective charge of the Navy?—Yes; my belief is that it is desirable in all retirements, as far as possible, to remove officers before they come to the higher ranks. In the Army that effect is produced by the system of purchase, which I think it would be impossible to introduce into the Navy. The way in which the Army is cleared is by officers leaving the profession early through the system of purchase; but that is a system which no one, I think, would propose to extend to the Navy.

5465. But, even in the Army, there is a great accumulation in the higher ranks, is there not?—Yes, I believe there is, notwithstanding.

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5466. *Chairman.*] WERE you not Secretary to the Admiralty under two different Administrations?—I was.

5467. When did you first come into office as Secretary to the Admiralty?—I first came into office as Secretary of the Admiralty in the early part of February 1845; but I had previously held office as a Lord of the Admiralty from September 1841.

5468. From 1841 to 1846, when Sir Robert Peel's Government retired, you were officially connected with the Admiralty?—I was.

5469. During the time that you were so connected with the Admiralty was your attention drawn to the state of the lists of the different officers in the Navy?—Yes; the attention of the whole Board of Admiralty, my own, and that of my colleagues, was very much directed to the state of the lists, which was then most unsatisfactory.

5470. Will you be good enough to explain to the Committee more particularly what was the then unsatisfactory state of the lists?—I have referred to the speech that I made in the House of Commons on moving the first scheme of retirement that we proposed, because, I should mention, that one scheme failed, and we prepared another in the following year. In July 1845, when I was Secretary of the Admiralty, it was my duty to move a scheme of retirement, which had been prepared by my lamented predecessor, Mr. Sidney Herbert. We made some slight modifications in the scheme; but the scheme that I proposed was founded upon that which Mr. Sidney Herbert had left behind him. I find in Hansard's Parliamentary Debates (July 1845) that I thus expressed myself in the House of Commons: "The Flag List at present consisted of 161 officers; of these, 46 had not served the time necessary to qualify them; of the remaining 115, 11 were between 80 and 90 years of age; 56 were between 70 and 80; 42 were between 60 and 70; and 6 only were between 55 and 60. The youngest admiral was upwards of 70 years of age, the youngest vice-admiral was upwards of 60, and the youngest rear-admiral upwards of 55. Under the existing system that list of flag officers so composed could only be recruited from the first in seniority on the Captains' List;" at that time the Captains' List consisted of 717 officers. "On examining the ages of the first 100 on the Captains' List, it appeared that 30 were upwards of 70 years of age; that 47 were between 60 and 70; and only 23 under 60, the youngest being 55 years of age. Of the second 100, 11 were between 70 and 80; 42 were between 60 and 70; and 47 were between 50 and 60, of whom only seven were under 55. Of the third 100, 7 only were under 50, and none of them would have the slightest chance of the flag until the age of 65." That was the state of the lists in those days.

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5471. That was the state of the two Senior Lists in the Navy at that time?—Yes; that was the state of the Admirals' List, and the 300 officers on the Captains' List who stood the first for promotion.

5472. I observe that in the year 1846, the year following, the Captains' Active List numbered 730?—Yes; that was so. The scheme of retirement, which I proposed in 1845, failed for want of a sufficient number of acceptances. It contemplated the retirement, with the addition of 5*s.* 6*d.* a-day to their half-pay, of 300 captains of 55 years of age and upwards, taken from whatever part of the list, so that an officer of 55 years of age and upwards, promoted the day before to the rank of captain, might have accepted retire-

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ment the next day; and it was therefore most important, as we thought, that the entire number of 300 captains should offer to retire, but the number who actually offered amounted to only 267, and we refused to accept the retirement of so small a number.

5473. Did the state of the lists appear to the Admiralty at that time so unsatisfactory as to lead to any scheme of retirement, which was carried into effect in that year, or in the subsequent year?—Yes; the scheme I have referred to, having failed from the want of a sufficient number of acceptances, at the commencement of the next Session of Parliament, knowing, as I did, that the old officers whose state was almost hopelss then, and who had accepted the offer of 1845 to the number of 267, were most anxious that some scheme of retirement should be carried out, at the commencement of the next Session of Parliament, in 1846, I called upon Sir Robert Peel, and asked him if I might state in the House, in order to allay the anxiety of those old officers, that I would propose an amended scheme of retirement during the course of the Session, and, with the sanction of Sir Robert Peel, I made a statement to that effect in Parliament. Shortly afterwards, I drew up a plan, which I embodied in a Memorandum for the consideration of the Board, but which I need not further refer to now, as it was not adopted, the Government objecting to it on the ground of the estimated expense exceeding that of the former plan. I should mention that Lord Ellenborough had, early in 1846, succeeded Lord Haddington in the office of First Lord of the Admiralty. Lord Ellenborough had not been a party to the scheme of retirement of the previous year, and his opinion was decidedly against retirement altogether; and in answer to my memorandum, he drew up a counter-memorandum, in which he objected to my scheme upon several grounds. One was the expense to which it would put the country, unnecessarily, as he thought, because he urged that the same object might be attained by a modified system of selection to flag rank, which he was anxious to see adopted. That was the principal argument of Lord Ellenborough against my plan, and he proposed that, instead of obtaining younger flag officers by means of retirement, the Admiralty should have the power of selecting, I think it was, one-third or one-fourth of the captains to be promoted to flag-rank.

5474. What then became of that plan?—I wrote a memorandum in answer to Lord Ellenborough's Paper, in which I pointed out in what respects I thought his proposal objectionable. One was that in the then existing feeling of the Service, and of public opinion, we should have very little chance of establishing the principle of promotion by selection; another was that if we had no retirement, and obtained younger flag officers merely by selection, we should fail in accomplishing an object second only in importance to that of obtaining young flag officers, and that was the reduction of the Captains' List, from the overgrown number at which it then stood of 717, to the more reasonable number which was proposed by Mr. Sidney Herbert, 417, to be reduced to 400 by restricted promotions of one in three. I also urged that I considered the faith of the Goverment pledged to a scheme of retirement after the assurance I had given to the Navy in Parliament. After discussing the question at the Board, and after several meetings and conversations in Lord Ellenborough's room, at which most of the members of the Board attended, and after several minutes had been drawn up by Lord Ellenborough, Sir George Cockburn, Sir Wm. Bowles, and myself, it was decided that we should have a scheme of retirement, Lord Ellenborough waiving his objections on the ground that, "If the credit of the Government was pledged, there was no help for it."

5475. Then there was a scheme of retirement in 1846?—Yes; in consequence of the decision to which I have referred, I drew up another scheme of retirement shortly before we resigned office, which was, in fact, with a few alterations in its details, the plan which was adopted by our successors, published in the "Gazette" in August 1846, and carried into effect by them in 1847.

5476. That is the history, during the years 1845 and 1846, as to the state of the Lists, and the circumstances which led to the Order in Council of 1847?—Yes.

5477. At the time that that Order in Council of 1847 was passed, I find it stated by you, in a printed letter which I hold in my hand, that, "The standing of captains on promotion had continued gradually to increase, until at the Brevet in 1841, on the birth of the Prince of Wales, it varied from 34 to 35 years, and that in 1846 it had reached 38 years." You have looked, I suppose, into the facts of the case, and you are able to state to the Committee that that statement is accurate?—Yes; the Navy List will show that. In the Flag List you will see the date when each flag officer was promoted to the rank of captain, and from the rank of captain to that of rear-admiral. In 1846 you will see that the senior officer who was promoted to the rank of rear-admiral, had been 38 years a captain.

5478. Then I find in the recital to the Order in Council of the 24th April 1847, which is the one you referred to, "Having for some time had under our consideration the growing insufficiency of the Admirals' List of the Royal Navy, arising from the advanced age of the officers filling the highest rank in Your Majesty's Naval Service, an evil necessarily increasing from year to year; and being of opinion that the only mode of effecting this object of bringing officers, still in possession of health and vigour, nearer to the flag, would be by providing for the honourable retirement of those at the head of the List of Captains, thus opening the succession to the highest rank to younger men, we, in the course of last summer, prepared the enclosed proposal for the voluntary retirement of a portion of the captains of the Royal Navy." Does that recital represent the growing evil which led to the Order in Council, with a view to making promotion in the Navy more advantageous?—Yes, I think it does.

5479. You have stated, I think, that you were again appointed Secretary to the Admiralty at a later period?—Yes; I was again appointed in the year 1858.

5480. Between the date of that Order in Council in 1846, and the time when you were again appointed Secretary, another very important Order in Council was passed in the year 1851?—Yes.

5481. Are you acquainted with the objects of that Order in Council of 1851, and the principles upon which it was based?—Yes.

5482. Was not the object of that Order in Council to offer inducements to certain officers to retire, who were too much advanced in age for active

active service, so as to assist the flow of promotion?—Certainly.

5483. When you came into office again in the year 1858, did you find that the Orders in Council of 1846 and 1851 had had any material effect in improving the Lists of the Navy?—Yes; I found that they had had a most material effect. In the first place, the List of Captains in the Navy was reduced from 715, which was the number on the list in 1845, and from 730, which, I think, was the number in 1846, to nearly 350, which was, of course, an immense gain; and in consequence of that, the length of time during which the captains had to remain on the Captains' List before their turn for promotion to flag rank came round, was reduced from 38 years to 18 years. I believe that the average has been 19 years, but in that year it was, I think, 18 years.

5484. Sir *John Pakington.*] In the year 1845, was there any limit to the number of officers in the Navy?—None; neither as to the captains, nor as to the admirals.

5485. *Chairman.*] In the year 1851, I believe, the first limit was put as to the number of the different ranks of officers in the Navy?—Not for the first time; the retirement of 1846 reduced the Flag and the Captains' List. The scheme that I drew up did so.

5486. The Active Lists of the different ranks of officers in the Navy were limited by the two Orders in Council of 1847 and 1851; the Order in Council of 1847 reducing the Admirals' List to 150, and the Order in Council of 1851 further reducing the Admirals' List to 99 or 100; also reducing the Captains' List to 350, the Commanders' to 450, and the Lieutenants' to 1,200?—Yes.

5487. Having regard to those changes you were pointing out to the Committee, and the effect which you thought they had had upon the Lists of the Navy, I understood you to say that whereas the standing of the captains averaged 38 years in the year 1846, by the operation of those retirements, the standing of the captains was reduced to an average of 19 or 20 years?—Yes, that is to say, the senior officer who was promoted in 1846 was a captain of 38 years' standing.

5488. And the senior officers, when you returned again to the Admiralty in 1858, averaged about 19 years?—Yes; I think it was 18 years in that year; but 19 years was generally the average standing of the senior officers.

5489. Then the standing of the senior officers promoted at the one period was 38, and the standing of the senior officers at the second period was 19 or 20 years?—Eighteen or 19, I think it was.

5490. So far as acceleration of promotion from the rank of captain to flag rank, in point of age, could be effected by Orders in Council, it appears to have been done by those two Orders in Council?—Yes.

5491. You were in the Admiralty, I believe, from the year 1858 till Lord Derby's Government went out of office in 1859?—Yes.

5492. After you went out of office, the Committee has been informed that there was an Order in Council, which has been very much referred to, of 1860, which introduced for the first time into the Navy a system of compulsory retirement on account of age?—Yes.

5493. Are you aware whether that question had been much ventilated in the Admiralty or in the profession, before the Order in Council was passed?—Yes; when I was last at the Admiralty, my right honourable friend, the Member for Droitwich, as the Committee are aware, proposed a scheme of retirement, of which compulsory retirement formed a prominent feature.

5494. I believe the scheme of the right honourable baronet, Sir John Pakington, was a scheme applicable to all ranks in the Navy?—Yes.

5495. The rank in the Navy to which the compulsory retirement is not applied now is the Flag List?—Yes; and the Captains' List, except to a limited extent.

5496. A great deal of evidence has been given upon the abstract question of the policy or impolicy of retiring the admirals on account of age, as well as the officers in the other ranks of the Navy; I believe you have expressed an opinion, in the printed letter to which I have referred, which intimates a doubt as to the policy of extending that principle to the Flag List?—Yes; when I say the policy, my opinion is, that everything must give way to efficiency, and, if efficiency required it, I should be the strongest advocate for retirement by age on all the lists. My only objection is, that I doubt whether a case has been established to show the necessity for it, having reference to efficiency.

5497. Will you be kind enough to explain to the Committee how far you think the efficiency of the Navy is better promoted by the present system than it would be by adopting a system of compulsory retirement on account of age, and applying that to the Admirals' List?—I do not think it is better promoted by the present system: there cannot be a doubt that if you retain the present number of admirals, and if you retire admirals at fixed ages, promotion to the Flag List will be more rapid than it is at the present time; but if you reduce the Flag List to the number which is proposed in Sir John Hay's plan, I think the result will be this; that you will retard promotion rather than accelerate it.

5498. In your opinion, it is hardly possible to arrive at a sound conclusion as to the question of age, without taking into consideration a limit of the numbers on the different lists?—Exactly so; in other words, it is entirely a question of expense. If the country chooses to go to the expense of having 40 additional admirals, there is no doubt that you will have more rapid promotion, and you will have younger and more active men on the Flag List.

5499. That would only be adding to the dead weight of the Navy without gaining a corresponding advantage?—Yes; I think so.

5500. The plan of Sir John Hay does not contemplate the retirement of 40 admirals, and filling their places, which of course would advance the promotion of all the officers in the ranks below that of the Flag List; but his plan contemplates a reduction of the Admirals' List to the number say of 60?—Yes.

5501. That would not entail the same amount of expense as if they were retired?—No, it would not entail the same amount of expense; but I think it would fail in accomplishing the object in view. I think that the retirements by age would not compensate the diminished number of deaths leading to promotions, which would result from the diminution of the numbers on the Active Lists.

5502. In other words, if you reduced the num-

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ber to 60, the flow of promotion would not, in your opinion, be accelerated by the plan of retiring them on account of age?—No; but it is a question for an actuary; my own impression is, that, instead of accelerating promotion, it would have quite a contrary effect; and I hear that that is the opinion of actuaries.

5503. Is there not a distinction between the system of retiring the lower ranks in the Navy, such as the lieutenants and commanders, and those in the higher ranks, of this kind, that the lieutenants and commanders, when they attain a certain age, are almost certain not to be selected for employment; consequently, if they were retired on account of age, and they received higher rank and higher pay, you would give them an advantage without depriving them of any just expectations?—Yes, that is the case.

5504. While with regard to the higher ranks, at all events, on the Captains' List, they being promoted by seniority, would, in the natural course of events, if they lived so long, be sure of obtaining both rank and higher pay?—Yes, that is so; and that is one of the reasons why I think lieutenants and commanders have no right to say that they stand in the same position, with regard to age retirement, as captains and admirals do. The latter have a vested interest, giving them a right to further pay and promotion, and, if they live, they must arrive at it, if you do not change the regulations; whereas, an old commander, or an old lieutenant, has no chance whatever of improving his condition, except by being put on the Retired List.

5505. In the one case, the principle would deprive an officer of nothing that he might reasonably expect, but, in the other case, it would operate to deprive him of that to which he must be looking forward?—Yes; and there is a broad distinction in the case of the flag officers. A lieutenant or a commander, without service, could hardly expect to be retired with an increase of pay; but a lieutenant or a commander, whose services exceeded a certain number of years, would receive a much higher rate of pay on being retired. An admiral, on the other hand, upon being retired, would receive nothing more.

5506. That is an additional disadvantage which would operate as against an admiral, if the same system were applied to him?—Certainly. I would also advert to another circumstance which, I think, would increase the hardship of retiring captains, especially, at fixed ages. I think that it is a very different matter to retire officers at fixed ages, from selection lists, and from seniority lists. In the French Navy, where selection prevails on the upper lists, as the Committee no doubt are aware, captains and admirals are retired at certain fixed ages; captains are retired at the age of 60, and the average age at which they are promoted to the rank of captain is 46; that is 14 years before the age of retirement. But in France, the Admiralty has the power of selecting a captain for flag rank after he has been, I think, four years on the list, and has had three years' service; under the French system, therefore, an officer, who is promoted to the rank of captain at the age of 46, may be made a rear-admiral at the age of 50; but under our system, if you promote an officer to the rank of captain at the age of 46, and at the same time introduce a system of compulsory retirement at the age of 60, he is a doomed man not only at the age of 60, but from the first moment of his promotion, because unless he can get through the Captains List in 14 years, which is impossible, he must be retired before he can be made an admiral. Therefore a man in such a case would come upon the list at once as a doomed man, with almost a mark set to his name, and that would operate much to the prejudice of his future prospects in the service. The Admiralty generally desire to give employment to captains who are the most likely to render service as flag officers, and give the country in that capacity the benefit of the experience they have gained in command of ships; and a captain who had been promoted to that rank at the age of 46, upon applying for a ship, would very likely be told by the First Lord, "You are a very good officer, but if I were to give you a ship, it would be to the exclusion of a younger man, and it would be no benefit to the country, looking forward to any service that you will be able to give as an admiral, because you must be retired before you can arrive at that rank." That, I think, is another strong ground for saying, looking at comparative hardship, that it would be a greater hardship to apply compulsory retirement to the Captains' List than to the Commanders' or the Lieutenants' List.

5507. Might not that be obviated if the lists were so reduced throughout as to ensure a quicker flow of promotion, so that officers should arrive at flag rank before they reached the age of 60?—I have only assumed the age of 46, because that is the average age at which promotion to the rank of captain takes place in the French Navy. The same thing might occur in the case of a captain promoted at 50 years of age, or only ten years short of the proposed age of compulsory retirement, but I can anticipate no system, consistent with efficiency, by which an officer will be able to get through the Captains' List in 14 years.

5508. Might not the lists be so altered as to ensure, upon the average, promotion before they attained the age of 60?—At the present time captains do attain promotion, on the average, long before 60 years of age. You can reduce the Active Lists to any number you please, and accelerate the promotions on those lists as much as you please, if you choose to be blind to the power of the Navy; but if you maintain the lists at the strength which I think is necessary for the efficiency of the service, then I do not think it possible to shorten the time considerably.

5509. Can you consider Sir John Hay's plan, with regard to retirement by age, unless you also take into account the numbers which he proposes to retain on each of the lists?—No doubt the plan ought to be considered as a whole.

5510. The numbers on the different lists being a material element for the consideration of this Committee, I will, if you please, take you through the different ranks in the service, referring to the numbers now on the lists, and the numbers which it might be thought advantageous to retain on the lists. The Captains' List, at the present time, contains 350; according to Sir John Hay's plan, that number would be reduced to 250. Have you any reason to think that for the good of the service, 250 captains would be as many as were requisite?—My opinion is, that if you have the means, below the Captains' List, of promoting to that list, on an emergency, from the Subordinate List of Commanders; and, again, to supply the places of Commanders so promoted from the List of Lieutenants, you can reduce the Captains' List

List as much as you please; but if you reduce them all, as is proposed in the plan called Sir John Hay's plan, I decidedly do not think that 250 captains would be sufficient, in the event of this country being again obliged to put forth her whole naval strength; and I like to look at the Navy, in reference to the very utmost strain that may be put on it.

5511. With a view alike to the Captains' List, and to giving a proper amount of leave, and to provide for other contingencies which might prevent them from being in continuous service, have you at all considered the proportion of officers there ought to be on each list over and above those who would be in actual employment?—It used to be considered that we ought to have one quarter more on the list than the number wanted for actual service at any one time.

5512. Might it be considered, as a general rule, that one-fourth more than were required for actual service would not be more than sufficient for each list?—I think so; for example, if you had a list of 400 officers, you could not reckon upon the services of more than 300 at any one time, for it is always the case that there are a great many officers who would not serve if you offered them employment; I believe that some of them would give up their commissions sooner than go to sea; others are kept on shore by ill-health, and from other causes; I think that you ought to allow a margin of one-fourth, and that would leave only 190 captains out of 250 available for commands at any one moment; whereas, in the last great war, we had upwards of 280 captains in commission.

5513. The plan of Sir John Hay contemplates that 100 captains are to be struck off the list; supposing the captains are to be retired on account of age, would it now be possible to reduce that list to 250?—No, not at once; certainly not: you must go down very much lower than is proposed; I think you would have to go down to 45 years of age in order to do it by voluntary retirement.

5514. If you adopted merely that part of the plan which relates to compulsory retirement, you think the plan could not be immediately carried into effect with regard to the reduction of the Captains' List to the proposed number?—Certainly not; I believe that, at the present time, there are only 12 captains on the list who are upwards of 60 years of age; I went through the list the other day, and I find that there are only 34 captains now on the list who are 55 years of age and upwards; therefore, the compulsory retirement of all officers at 60, and the voluntary retirement of officers between the ages of 55 and 60, would reduce the list only by 34; that is, supposing they all accepted it, which, no doubt, they would not.

5515. The lists, you think, would not come nearly down to the proposed number?—No; 14 of those 34 have qualified for their flags, and, probably, would decline to retire; I do not think that the voluntary retirement of officers between the ages of 55 and 60, and the compulsory retirement of officers above 60 years of age, would reduce the lists by 20.

5516. It has been proposed to reduce the Commanders' List from 450 to 350?—Yes.

5517. Have you any reason to think that the service will admit of that reduction?—I think not; I think that the largest number of commanders who were employed in the great war was about 240, but since that time we have had the Coastguard service thrown upon the Navy, and unless you fill all the appointments in the Coastguard and Packet services from the Reserved Lists, it would, in my opinion, be very unsafe to reduce the Commanders' List to 350.

5518. But probably it might be reduced below 450?—Yes; I think the principal object in keeping up that list is, that it affords an outlet from the Lieutenants' List.

5519. I will now go to the Lieutenants' List. The Committee has been informed that that is the regulating list as to all ranks; but very different opinions have been expressed with reference to the number of lieutenants who ought to be retained on that list. Would you put the number as low as 700, which some witnesses have suggested, or would you keep it up to the regulation number of 1,200?—I think I should like to leave it at the regulation number of 1,200. I do not mean that I would fill it up to that regulated number, unless there was some appearance of war; but certainly I think that 700 would be wholly inadequate. It must be remembered that we had as many as 800 vessels in commission in the last great war.

5520. Keeping to the regulation number of 1,200, should you or not include the sub-lieutenants, as well as the lieutenants, in that number?—Certainly not, if I kept it up to 1,200. I should like more than that. I think that for the Active List of lieutenants there ought not to be in a time of peace less than 1,000, and that you ought to have about 300 sub-lieutenants besides; but I state the latter number more as an impression than as a conviction.

5521. In 1,000 lieutenants would you or not include lieutenants employed in the Coastguard?—I am quite certain that 1,000 lieutenants, if you include the Coastguard service, would be wholly inadequate for a war.

5522. But for a time of peace?—It would be amply sufficient for a time of peace; the present number is a little above 800, but it has been stated by the Duke of Somerset that that number is not sufficient for a time of peace. I am of opinion that 1,000 would give a sufficient number, and I should desire to have 1,000, not entirely with reference to the demands of peace, but also for the purpose of having in hand a small reserve, to meet the contingency of a war.

5523. Am I wrong in saying, that so far as Sir John Hay's plan would reduce the Lieutenants' List to 700, the Commanders' List to 350, and the Captains' List to 250, you think the service would not be sufficiently provided for?—Yes; that is my very strong impression, and, in fact, it was in consequence of that impression, and feeling that there would be great danger in such a reduction, that I was induced to take the liberty of addressing the letter to you from Rome to which you have referred.

5524. The most important part of the question, in your estimation, is keeping up a due proportion of officers, without which you think the efficiency of the service cannot be maintained?—Yes; in my opinion that is the most important matter, for you cannot make an officer when you want him; he must be ready made to your hand before.

5525. Sir *John Pakington.*] I do not quite understand your view as to the lieutenants. You stated, I think, that you thought there ought to

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be 1,000 lieutenants and 300 sub-lieutenants?—Yes, that is my opinion.

5526. Comparing the new rank of sub-lieutenants with the former rank of mates, may not the sub-lieutenants be almost regarded as a new element in the service?—I look upon it as nothing more than a change of name.

5527. Was there not in former times as large a number as 300 mates in the service?—Yes, and a great number more than 300.

5528. You think that there ought to be in addition to 1,000 lieutenants, 300 sub-lieutenants?—Yes; I should say 300 at the least.

5529. Would you include in that number, contemplating a war, those who were engaged in the Coastguard or not, or do you think that 1,300 lieutenants, including the sub-lieutenants, would be necessary, exclusive of those occupied in the Coastguard and Packet services?—Those services are now performed by the Active List, by a list of only 134 sub-lieutenants and about 800 lieutenants; therefore I consider that 1,000 lieutenants and 300 sub-lieutenants would *à fortiori* be adequate to perform those services in time of peace. I think that in the event of war you might withdraw the active officers from the Coastguard and other such services, and supply their places from the existing Reserved and Retired Lists, and thereby obtain a greater number of officers available for active service.

5530. *Chairman.*] Supposing you had 1,000 lieutenants and 300 sub-lieutenants, having regard to the number in the ranks above that of lieutenants; do you think that that number of sub-lieutenants would have a fair prospect of promotion, or would you not have to retire them at different periods?—Of course; but I think that the first consideration is the efficiency of the service, and the second is the interests of the officers.

5531. Still you would contemplate a necessity for having retirements as to the lieutenants?—Certainly.

5532. Sir *John Pakington.*] Are you aware that in the plan, called Sir John Hay's plan, the lieutenants are reduced to 700, exclusive of the Coastguard and Packet services; and also of the officers under the contemplated age?—Yes; I am aware of that.

5533. Does not that fact make the real difference between the present regulated numbers and the numbers proposed in Sir John Hay's plan less than at first sight it appears to be?—Yes; but the proposed list, even if all the officers on it were effective, would not be numerically sufficient for the wants of a great navy in a great war.

5534. Sir *William Miles.*] Was not the reduction in the Active Lists caused by the unlimited increase of the Retired and Reserved Lists?—Certainly; the officers on the Active Lists were transferred to the Retired Lists.

5535. Can you state what was the increase to the dead weight of the Navy upon that retirement?—No; but I can tell you, comparing the year 1846 with the year 1858, what the half-pay of the flag officers and captains on the Active Lists would have been at the two periods if the whole had been on half pay:—In the year 1846, it was 215,267 *l.*; in 1858, it was 133,507 *l.*; but the half-pay, or rather the pay of the non-effective lists was in 1846, 18,323 *l.*, and in 1858, 122,275 *l.*; therefore, the half-pay of the effective lists between 1846 and 1858 was reduced by about 81,000 *l.*, but the pay of the non-effective lists was increased by 103,000 *l.*, the balance of the increase being 22,000 *l.*

5536. Was that balance of increase, on the whole charge of the Navy, taking into account those employed, and those upon the Retired but Reserved Lists?—This was the balance only on the half-pay and retired pay of flag officers and captains.

5537. What was the total estimate for those two years?—The cost of the half-pay and retired pay for all, in 1846, was 233,000 *l.*; and the cost for all, in 1858, was 255,000 *l.* The average amount which each officer received in 1846 was 266 *l.*, and the average amount which each officer received in 1858 was 335 *l.*

5538. The transfer from the Active Lists to the other lists rather increased than diminished the charge?—Yes; it increased the charge considerably.

5539. I understand it to be your opinion, looking to the Active Lists, that the number in each rank should be such as would meet the emergency of a war?—Yes; I think certainly that the number should be such, taking the lists as a whole, as would meet the emergency of a war. If you want to increase the number of officers, the only way of doing it is by entering naval cadets, and you must have officers on the lists; otherwise a war would be over before you could obtain them.

5540. In that case, must you not run the risk of having a large number of officers on the lists, many of whom could not be employed?—I never look upon the Navy as a peace service; I always look upon the Navy as a war service. If it is to be a peace service, I will undertake to reduce the Navy Estimate to four or five millions to-morrow. It is, in my opinion, more essential to the efficiency of the service to attend to the *personnel*, including the officers, than to the *matériel*; you can increase the *matériel* more rapidly than you can by possibility increase your *personnel* in respect of officers.

5541. It has been stated by the Duke of Somerset, and one or two other witnesses, that, in their opinion, the list of captains can be very well reduced to 300. Do you concur in that opinion?—I think that you might reduce the Captains' List to 300; but, in that case, I certainly would not effect any reduction in the Commanders' List; for I think that you should have enough officers on it to promote to captain's rank, if an emergency should require it.

5542. Keeping the Commanders' List as it is at present, you would not object to the reduction mentioned by the Duke of Somerset in his evidence?—I think that the Captains' List might, in that case, be safely reduced to 300; it would accelerate the present rate of promotion; or, in case it were retarded, it would help to overcome that evil.

5543. How would you effect that reduction?—If there were an object in doing it, I should offer retirements until I got the list down to that number. I do not think that it is a very good principle; but, if very great importance were attached to it, it might be done; I certainly would not return to the principle of reducing the list by restrictive promotion.

5544. In that case, there must of course be an increase of charge added to the dead weight; you must offer some inducement to officers to retire?—Yes; and not only an increase of charge to the dead weight, in proportion to the additional number of officers put upon it, but there would

would likewise be an increased charge, augmented by the additional amount of pay that each officer would receive on the Retired List.

5545–6. Sir *Henry Willoughby.*] Do you know what the charge of the Retired and Reserved Lists at the present time is?—No; I have not looked into that?—It is stated in the Memorandum of the Duke of Somerset, that "In the year 1857, the charge for these lists amounted to 315,788 *l.*; in 1858, to 398,206 *l.*; in 1859, to 398,898 *l.*; in 1860, to 386,083 *l.*; in 1861, to 420,210 *l.*; in 1862, to 412,412 *l.*; in 1863, to 410,282 *l.*" That being the state of the case, do you see no inconvenience in having this constant resort to Reserved and Retired Lists?—Yes; I see the greatest possible inconvenience; and in a sort of preface which I wrote since my return to England to the letter that I addressed to Mr. Walpole, I state that I think one of the objections to the plan is the great addition it would make to the Retired Lists, and to the dead weight of the Navy.

5547. Have you considered the objections to this mode of proceeding, and thus increasing the Retired and Reserved Lists?—Yes; it is entirely a question of cost; I think that the efficiency of the Navy is the first consideration; and, if the efficiency of the Navy requires it, the cost ought not to stand in the way; but if the efficiency of the Navy does not require it, it ought not to be adopted.

5548. In 1846 and 1847, was not that the only mode by which it was sought to get over the difficulty?—It was the only mode; there was no other possible mode of doing it.

5549. In 1846 you were obliged to resort to that, which you considered in principle an objectionable system, that is to say, greatly increasing the Reserved and Retired Lists, in order to make the Active Lists work?—Yes. In 1846 we were acting under an irresistible necessity; there was no help for it; we were compelled, at whatever cost, to clear the lists. At the present time I do not think that any very great necessity exists. The Duke of Somerset has stated, that the state of promotion and employment has not for a long time been so satisfactory as it is at present. I quite concur in that view; and to show how much less we think of money in these days than we used to do in 1846, I may mention to the Committee that the estimated cost of the first plan which I proposed was 34,000 *l.*, and that was thought so large a sum that Sir Robert Peel positively refused to give me 3,000 *l.* more in order to carry out another more efficient scheme of retirement after the first had failed.

5550. Whatever improvements have been carried into effect, have they been carried out by having resort to the public purse?—Yes, of course; that is the only way.

5551. You have given the Committee a remarkable description of the state of the Active Flag List in the year 1845?—Yes.

5552. Are you able to state to the Committee how that state of matters was produced, that there should have been 161 flag officers, as I understood it, while there were only six who were of ages between 55 and 60?—It was occasioned by the overgrown condition of all the lists consequent on the promotions at the end of the great war. In 1845 the Captains' List was 717 in number, and I think that in those days only one-tenth of that number was employed; and the time required to rise from the bottom to the top of the list was increased in proportion to the numbers upon it. If a man was promoted while a young man to the rank of captain, he was an old man before he could reach his flag.

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5553. The system was carried on to such an extent in that day, that they came at last to a full stop?—Yes, it was impossible to get on without those retirements.

5554. Was not the vice of the system the undue promotions, in all grades of the service, beyond all fair chances of employment, and which caused a stoppage in the various grades of commanders, captains, and admirals?—Yes; and those promotions were the rewards that were given at the close of the great war, which were far beyond any necessity, looking to the service of the country.

5555. Are you inclined to say that the system of promotion and retirement, pursued from 1816 to 1847, was upon a vicious principle?—Yes, as vicious as possible.

5556. And which has been the cause of a great deal of the difficulty in the present day; entailing also very heavy charges upon the public purse?—Yes.

5557. You refer rather more to that period than to the present time; from the circumstance of your having been immediately connected with the Admiralty in 1847, you have a particular knowledge of that period?—Yes; but still I have always paid a great deal of attention to the subject. I paid attention to the subject when I was in office a short time ago; but I think that that state of things can never occur again in a time of peace; all the lists being now limited, you cannot have the lists crowded again as they were before.

5558. The Order in Council of 1860 shows, does it not, that it was necessary to make a very strong effort in the same direction?—It did not, I think, materially increase the number of the officers on the Navy List.

5559. It placed a good many officers on the Reserved and Retired Lists, did it not?—Yes.

5560. And, of course, added to the number of the non-effectives of the Navy?—Yes; and even with your limited Active Lists, unless you put a limit to your Retired Lists as well, you can go on increasing your dead weight from half-pay *ad infinitum.*

5561. Is there any security against that kind of system, except the knowledge and ability of the Board of Admiralty, or is there any other check?—There is no check in it in the world; you might possibly have to make 20 admirals or more to get one active admiral. If, of the 20 senior officers on the Captains' List, only the junior had served for his flag, you would have to promote 19 captains to the pay and rank of reserved rear-admiral, in order to get one admiral for the Active List.

5562. Sir *John Hay.*] Would not the plan which you would suggest for a reduction of the numbers on the Active Lists, be a transference to the Reserved and Retired Lists of officers on the Active Lists, and so to lower the number gradually, and reduce the charge on all the lists?—I must confess that my Admiralty experience does not lead me to say that the anticipations of an ultimate saving, in return for an immediate expenditure, have always been realised.

5563. If you reduced the Active Lists by a transference of officers from the Active Lists to the Retired Lists, and you kept the Active Lists at a reduced number, would not a saving be

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effected as the Retired Lists became diminished? —Yes; I suppose that an ultimate saving would be effected.

5564. Mr. *C. Berkeley.*] Are you aware that the principle of promotion by selection to flag rank was the principle adopted up to the close of the last century, and that it was then put a stop to, in consequence of the debates in both Houses of Parliament as to the injustice and dissatisfaction which it created?—Yes; during the greater part of the last century the principle of promotion to flag rank was by selection, and it is stated in a debate which took place in the House of Commons, in the year 1787, with reference to Lord Howe's promotions, that the inconvenience and injustice of the system of selection had been found to be so great, that an Order in Council was obtained in 1718 to promote flag officers entirely by seniority. I have been to the Privy Council Office, and I have inquired, but can find no trace whatever of that Order in Council. It is clear that promotions were made by selection during the greater part of the last century. In the year 1847, Lord Anson obtained an Order in Council, establishing the rank of retired rear-admiral, with the view of giving some compensation to flag officers who were passed over by selection.

5565. That principle, I believe, was finally put an end to in the year 1788, after the debates which have just been alluded to?—Yes; and I believe that was the last occasion on which the power of selection was exercised; but I find that the principle of seniority was not established authoritatively by Order in Council until 1827, and in that year it was established by an Order in Council, which was obtained by the Lord High Admiral.

5566. Are you aware that a certain number of the officers on all the lists of the Navy has been gradually reduced ever since the year 1816?—Yes; there has been a great reduction going on since 1816 in all the Active Lists; in the year 1816 there were 4,064 lieutenants.

5567. In 1816, I think it was stated that there were upwards of 6,000 officers of all ranks in the Navy?—Yes.

5568. In the year 1863 they were reduced in all ranks to about 3,000?—Yes; the number was 3,382.

5569. It appears that the charge for the half-pay of all ranks has considerably increased. Is that caused by the fact of those officers going on increasing in rank and in pay, according to the time which they live?—It is partly owing to that, and it is partly owing to the fact, that in almost every instance increased pay is given to officers on being placed on the Retired Lists.

5570. Of course their pay, on retirement, is thereby added to the dead weight of the Navy, and there is no reduction of the amount which the country pays?—Just so.

5571. Are you aware that the Naval Lords of the Admiralty have a slight grievance, which has not yet been brought before the Committee, and which is this: that the Naval Lords of the Admiralty, when they retire, have no retiring allowance or pension; while all subordinate officers, such as the Comptroller, the Hydrographer, or the second Secretary of the Admiralty, retires on a superannuation, after a certain period of service; do you consider that that is an anomaly?—I rather think that the same rule applies to the Lords of the Treasury. They are not entitled to pensions; the secretaries are.

5572. Lord *Clarence Paget.*] It has been stated to the Committee, that the armour-plated ships, in consequence of requiring a smaller complement of men, will therefore require a smaller complement of officers; that for that reason we may consider, in any future war, that there will be a smaller number of officers employed; and that therefore it will not be necessary to keep the Navy up to the number to which you have adverted. Do you think it would be wise to reduce the numbers, in the expectation that a large reduction would follow in consequence of particular ships being reduced?—No; I entertain quite a contrary opinion. In short, I believe that the reduction of officers will by no means be so great as is imagined. Upon that point I looked, this morning, to the complement of the "Edgar," of 71, formerly of 91 guns, and I find that her complement is 800 men, with six lieutenants, while the iron-plated ship "Defence" (a ship of the same size), whose complement of men is only 457, has five lieutenants. Four is the present complement, I believe; but I have heard that the number is to be increased to five. The difference in the number of men is 800, as compared with 457; but the difference in the number of the lieutenants is only as six to five. I do not think that, looking to the exigencies of a great war, the number of the officers is to be counted by ships; but it is to be counted by the men that we shall have available to be put on board our ships. We have been always called upon to use our utmost efforts to man the fleet, and we shall be obliged, when the time arrives again, to employ all the men that we can obtain. If our ships take fewer men, we shall have more ships; but I have no doubt we shall have as many men employed.

5573. Amongst other grievances which have been brought before the Committee was this, that the commanders' time is not allowed to count as service towards flag rank; and it has been stated that the commanders' time ought to count either wholly or in part, in combination with the captains' time for flag rank. What is your opinion upon that po nt?—I think that there seems some hardship in the case of a commander, having had very long service afloat as a commander, in not allowing his time to count; but, on the other hand, if it were allowed to count, it would be attended with one great evil; for example, suppose you allowed eight years of his service as commander to count as six years' service as a captain, if you did that, a commander, on his promotion, might remain on the shelf for 18 years, and then be promoted to active flag rank without having been at sea at all for 18 years; in short, he would have had no recent experience at sea. I think that the great value of the present rule, which requires six years' service from captains in peace is that it necessitates two commissions, and if a young captain is appointed to a ship, and serves for three years within a few years of his promotion, he must have another appointment, and that gives him comparatively recent service before he obtains his flag. I think it is most important, in these days of transition, that officers should have recent service to qualify them for active flag rank.

5574. The Committee would be glad to have your opinion upon another point, namely, the advisability or not of abolishing the class of masters

masters, and of appointing naval officers, such as lieutenants, to do their duty?—That is a subject which I have considered, and, upon the whole, I am inclined to think that for the service afloat it is better to retain the rank of master. I think there is one great mistake that the masters make in calling for the abolition of that rank, and the mistake is this, that if the rank were abolished, it would go far to exclude the class of persons who are now masters from getting into the Naval Service at all. The rank of master is generally filled by persons of the highest respectability, and very good birth; they are gentlemen in every sense of the word, but, generally speaking, their parents are not wealthy; if they are, a young man will prefer getting into the more regular line of promotion in the service. If you abolish the rank of master, there is a most respectable class of persons who are anxious to get their sons into the Navy, who will be debarred from doing so. I can mention to the Committee a curious instance that has occurred within my own experience in corroboration of my opinion. A year ago a friend of mine, to whose son I had given an appointment as a naval cadet in the year 1858, was attacked by a severe fever; his life was despaired of, but he recovered. Upon his recovery he wrote to me to say that his illness had made him think of a great many things, and, amongst other things, he had thought about the state of his family in case he had died. He said that he could afford, as long as he lived, being in possession of a considerable salary, to maintain his son, with justice to the rest of his children, in the position of a midshipman, but if he were to die, his family could not do so, and the poor boy must be taken out of the Navy. He, therefore, asked me to get his son transferred from the rank of midshipman to the rank of master's assistant. I inquired at the Admiralty whether it could be done, and I found it never had been, but that there would be no objection to it; but it ended in this way, that the boy's feelings were so much hurt at the idea, that it was never carried into execution. That, I think, shows that there is a class of gentlemen whose sons would be excluded from the Navy if the rank of master were abolished.

5575. I think you seemed to be of opinion that it would be desirable to restore the system of selection for flag rank?—There cannot be a doubt, I think, that if you want to get effective officers (the best officers for your purpose), the only way of doing it is to have a power of selection. It is a very great evil for the First Lord, who wants to get the best man for any purpose, to feel that his hands are tied, and to be obliged to say, "Here is a man wanting three years of his flag; he is the best man to appoint; and yet I cannot do it." On the other hand, it would be very unpopular in the Service, and would always be liable to the possibility of corrupt or partial motives influencing the selection, and it is, therefore, I think, a balance of evils. But it has occurred to me that selection, if introduced at all, might be introduced with a great guarantee that it would not be abused, in this way: that the First Lord should have the power of selecting officers, not for rank only, but for rank with an actual and immediate appointment. For example, if the First Lord wanted an officer for a particular command, who had given proof of ability in conducting diplomatic negotiations, say Captain Dunlop, he might have the power, not of making Captain Dunlop a rear-admiral, with a view to some future appointment, but of making him a rear-admiral at the time when his services were required.

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5576. *Chairman.*] Has not the Crown virtually the means of selecting when there is a Flag List with a very large number of officers upon it, and more than can be employed at one time?—The misfortune is that, although you have more officers than can be employed at one time, the number who are really effective and fit for service is not so large. There may be instances in which you may have a very able man on the Captains' List, but you cannot employ him as an admiral, because you cannot select him. Perhaps the Committee would like to hear the opinions of some very eminent men on the subject. They are to be found in the papers relating to the retirement of 1846, which I have before me. In the memorandum relating to the scheme of retirement which Mr. Sidney Herbert proposed in the year 1845, he says, with reference to promotion to flag rank: "The question now comes, how is this list to be replenished in order to maintain the fixed number? I hold the opinion that it would be greatly for the public advantage if some amount of selection, however small, were allowed to the Admiralty; if they had the power to take from the Captains' List a man eminent for capacity and enterprise. The French, who admit the principle of seniority in the lower ranks, which we do not, have selection in the upper, and there is common sense in the arrangement. We, on the contrary, select in the lower ranks, when we have comparatively little means of judging; but, in the upper ranks, when a man's character is known, and we have the means of judging, we take the ablest and most inefficient man together as eligible for the most important commands. I find, in pages 57 and 58 of the Report of the Naval and Military Commission, the following statement and opinion expressed: 'It will be seen by the evidence that, prior to the year 1747, flag officers were taken from any part of the List of Captains from which the Board of Admiralty thought proper to select them, and that, in consequence of complaints preferred by certain captains who had been passed over in such selection, the rank of retired rear-admiral was established; this retired rank being, in the first instance, limited to such officers as had distinguished themselves in the recent Spanish War. In 1771, by Order in Council, it was declared that this boon of the retired rank, for such it was stated to be, should be conferred upon any captains who might be passed over in selection, provided they had served with approbation in any war immediately preceding any promotion which passed their names. So strictly was this rule as to approved service being necessary to establish a claim to the retired rank of rear-admiral enforced, that, in Lord Howe's Naval Administration, when 16 captains were selected for flag officers' rank, and 29 were passed over, there were only five of those passed over who were considered entitled to the retired rank.' 'This exclusion produced great discontent, and by a subsequent regulation on the 19th December 1804, it was established that every officer who had served at all in the last preceding war, should be entitled to be placed, in his turn, upon the Active List of Flag Officers, the retired rank being given to those who had not so served in the last preceding war. Difficulties and embarrassments, however, grew

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out of this regulation, and cases occurred in which officers of good service were excluded even from the retired rank, because they had not served in the last war, the terms of the Order in Council operating severely and unfairly against them. It is shown by the preceding statement, that for nearly a century the Admiralty endeavoured 'to maintain the principle of selection in the promotion of captains to the rank of flag officers, and that the principle and practice having been repeatedly modified, were, after all, found so difficult in execution, that they were totally abandoned, and the advancement to flag officer's rank has since been determined by seniority alone.' There is, also, I believe, a very strong feeling entertained against the principle of selection to the Flag List, by very high authorities, both in the Army and Navy, and there would, no doubt, be great difficulty in establishing such a system in time of peace. Still, I cannot but consider that the retirement of 300 captains is an opportunity which should not be allowed to escape, for resuming, if only in a modified degree, some power to the Admiralty to reward brilliant service in the captains' or flag-ranks, by promotion to the rank above them." That was Lord Herbert's opinion. Lord Ellenborough, as I have stated, objected to my plan of retirement in 1846, wishing to effect the object of obtaining younger admirals by means of selection; he wished that to be substituted for retirement, and he observes, with reference to the modified scheme of retirement to which he subsequently consented: "The Government should, in the first instance, declare that, although desirous of affording to a number of the older captains the option of retiring from the Service with an immediate increase of emoluments as a compensation for their chance, however remote, of succeeding eventually to the higher emoluments of the flag; they will not proceed one step without the distinct admission of the principle that, in some fixed proportion, all future promotions to the flag by seniority are to be accompanied, at the discretion of the Government, by promotions by selection. The proportion might be fixed at one-fourth, instead of one-third, as before proposed, if it be deemed advisable so to soften the measure." In another paper, he states: "Neither would any plan of retirement, however extensively carried out, secure to the country in all future time the services in the command of fleets of the most able men the Naval Service can produce. This object can only be effected by establishing the principle of selection. It is surely better to go directly to our object, and to secure its attainment for ever, than to attempt by a circuitous and complicated arrangement, to afford to the country merely a much better chance than it has now of having its fleets in safe hands." At the time we were considering the question of retirement, in the years 1841 and 1842, Sir Byam Martin wrote a letter to Lord Haddington, and there are some very interesting matters in it which I think the Committee would like to hear, coming from so high an authority. He says: "On public grounds, apart from the feelings of the Service, it may be a matter of regret that the several Orders of Council on Naval promotions have lost sight of the possibility of a recurrence to the plan of selection for the flag list, but the omission cannot now be remedied without being open to strong animadversion on the part of the public, and no small disappointment to the captains whose prospects would be clouded by having their now acknowledged inheritance to the general list of flag officers rendered insecure. I am humbly of opinion that the time is gone by for such recognition of the right of the Crown, and that it is better not to agitate the feelings of the Service by any intimation of the possibility of the Government being forced at any time to resort to selection in promoting to the flag rank. If the necessity for such a measure should arise, then will be the suitable moment to assert the prerogative and the power of the Crown." He makes some more observations which are unfavourable to vesting the power of selection in the hands of the First Lord of the Admiralty, and he gives an instance of the inconvenience that resulted from it in former times. He says: "I trust it will not be thought that I mean any disrespect to any party or person when, in the frankness of opinion, your Lordship has encouraged me to address to you, I venture to repeat my belief that selection of officers for flag rank is a very improper power to rest solely with the Admiralty, especially at a time when political strife and party feeling gives so strong a bias in favour of political friends. Under this impression, I submit that if the power be ever again exercised, your Lordship's anxious desire to free it from the reproach of private partiality, or as you emphatically express it, 'if possible, from even the suspicion of abuse,' will be best effected by making the operation difficult, and hedging it in by every possibile formality of proceeding. I should say that the power of the Crown, in such a case, should be moved only through the medium of the Cabinet. The Admiralty may submit to the Cabinet the circumstances which they think calls for such a measure, together with the names, seniority, and distinguishing qualities of the officers, which may be thought to warrant their title to so marked a preference; then, under the sanction of a Cabinet Minute, the proposition may be submitted to the Crown. I cannot advert to this branch of the subject, without bringing to your Lordship's knowledge some strong instances of the danger and injustice of the system of selection, which, in one case at least, was the occasion of placing the public welfare in jeopardy; I mean in the year 1703. At that time Admiral Sir George Rooke, the most distinguished officer of his day, and scarcely surpassed by any since, was in the command of the grand fleet, and on the point of sailing on an expedition of great national importance, when Captain Whitstone, an officer junior to the captain of the fleet, was promoted to his flag, and the captain of the fleet still left on the List of Captains. Upon this, Sir George Rooke wrote to the Lord High Admiral (Prince George of Denmark) to desire his resignation of the command of the fleet might be laid before the Queen, considering such slight of Captain Wishart's services (the officer alluded to) an act of injustice to him and an insult to the Admiral, that the officer he had chosen to be captain of the fleet should not be thought worthy of his flag. The Prince declined to submit the Admiral's letter to the Queen, whereupon the Admiral, by return of post, persisted in his determination to resign, or the redress of Captain Wishart's wrongs. In consequence of this spirited protection of a meritorious officer, a commission as rear-admiral was instantly forwarded to Captain Wishart. The next very flagrant act of injustice was in the case of Captain Graves, of the "Marlborough,"

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borough," in the year 1741. He, at that time, held the brevet rank of commodore, and was in command of the rear division of the fleet, under Admiral Mathews. Captain Graves is represented to have been highly esteemed as an officer and a seaman, and withal a man of irreproachable character. A promotion of some few selected officers took place, and the first knowledge Commodore Graves had of his being passed over was the arrival, in the Mediterranean, of Rear-admiral William Rowley (a junior officer), to take the command of the third post in the fleet. Commodore Graves was a high-spirited man, who could not brook such an insult, and having thrown up his commission, retired into private life, "thus (as we are told) depriving thes ervice of one of its best officers." The last remarkable case of slighted merit has occurred in our own time (1787), when several intelligent meritorious officers were passed over by Lord Howe. This became the subject of a distinct motion in the House of Lords by Lord Rawdon (Marquis of Hastings), and in the Commons it was moved by Mr. Bastard (the Member for Devonshire); and although a Committee of Inquiry was not granted, the motion was eventually the cause of Lord Howe's retiring from office. He goes on to observe, "It is, however, but fair to state, on the other hand, instances of the selection of officers for their flags well-calculated to give a highly favourable impression of its advantages; indeed, it is clear, as a public measure, putting aside the feelings of individuals, that it is the most convenient and best plan, since it presents to the Government a choice of officers, without the necessity of large and extensive promotions to get at them. It also has its advantage as a stimulant to exertion, seeing that those who become conspicuously active and enterprising in the discharge of their duty are likely to be selected at an early age for their flags, while doubtless many good men, lacking the opportunity to display those qualities, pass away unheeded and mortified at seeing their juniors preferred before them. Captain Hawke, afterwards Lord Hawke, affords a striking proof of what may be gained by selection when it is guided by a just discernment of merit and a truly honest use of so large a power. All accounts agree that this highly gifted officer owed his promotion to his flag, when only 32 years of age, entirely to his distinguished gallantry and judicious conduct in several battles, when Captain of the 'Berwick.' It is well known that his family were not in a station to assist his professional advancement. When Captain Hawke was promoted to his flag he stood sixty-six from the top of the Captains' List. Captain Boscawen, who had also forced himself upon public notice by his brilliant conduct on several occasions, was promoted at the same time, being then thirty-six years of age, and five below Captain Hawke on the List. It is only necessary to turn to the brightest pages of our naval history to see how gloriously these officers justified the selection of the Admiralty, and fulfilled the highest expectations of the country. The sixty-six, I may say seventy, captains who had been passed over, continued on the List of Captains, and some of them in command of ships." Sir Byam Martin's opinion was that it was a dangerous power, but a very useful one if properly exercised.

5577. Lord *Clarence Paget.*] Have you any further observations to make to the Committee?—No.

5578. Sir *John Hay.*] Is it your opinion that the most politic and most desirable mode of promotion to flag rank would be by selection out of a certain number to fill up a certain proportion of the vacancies?—No; I can hardly go that length. I think that it is a very dangerous power; but as I have already stated, I think there would be a great guarantee that it would not be abused if the power could only be exercised in the case of officers so selected being selected for immediate appointment; in fact, that they should be promoted to an appointment. I think it would be a great check upon a First Lord who might be open to political influences in promoting an indifferent officer; but he would not promote an indifferent officer to command a fleet, for the sake of his credit.

5579. *Chairman.*] You are of course aware that the Orders in Council reserve to the Crown a right to select officers?—Yes, I am aware of it.

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Order in Council of 30 *January* 1816.

WHEREAS your Royal Highness's Royal Progenitor, King George the Second, having taken into consideration the case of the senior lieutenants of the Royal Navy, who, after having served the Crown long and faithfully, were not, when become old and unable to serve, so well provided for as warrant officers superannuated from ships of the first and second rates, was graciously pleased, by his Order in Council of the 8th March 1737, to make an establishment of superannuation for 30 of the eldest lieutenants on the list of the Royal Navy, with a pension on the ordinary Estimate of the Navy of 4*s.* per diem, being equal to the lowest rate of half-pay at that time allowed to a master and commander: And whereas his present Majesty was graciously pleased, by his Order in Council of the 25th October 1776, to direct that the pension of the said class of lieutenants be increased to 6*s.* per diem, being the lowest rate of half-pay allowed to a master and commander by his Majesty's Order in Council of the 22d April 1773; and further, by his Majesty's Order in Council of the 21st September 1796, to direct that the establishment above mentioned be extended so as to afford retirement to 50 instead of 30 lieutenants who by age and infirmities were incapable of further service, at the said rate of 6*s.* a-day, and with a view of making their situations as respectable as possible, that they might retire with the rank of commander: And whereas the said number of 50 lieutenants was, by your Royal Highness's Order in Council of the 14th of January 1814, upon our humble recommendation, further extended to 80, with an increase of the rate of provision from 6*s.* per diem to 6*s.* 6*d.*, which said increased pension was established by his Majesty's Order in Council of the 28th October 1807, as being equal to the lowest rate of half-pay then granted to commanders, we have again felt it our duty to take into our consideration the situation of the senior lieutenants remaining on the list of the Royal Navy who, by reason of age and infirmities, are rendered incapable of further service to his Majesty, amongst whom are many meritorious and deserving officers; and being of opinion, in consequence thereof, and of the extended scale of the Royal Navy, that it might be proper, as a further encouragement to this class of officers, to extend the before-mentioned establishment of superannuation: We beg leave, with all humility, to recommend to your Royal Highness that the said establishment may be extended accordingly; that 100 instead of 80 lieutenants may be allowed to retire with the rank of commander, on a pension each of 8*s.* 6*d.* per diem, being the least amount of half-pay of a commander, which is the rate by which it has been hitherto customary to regulate the provision of this class of officers, the said pensions to be placed on the ordinary Estimate of the Navy, and to commence with the date of the last increase of half-pay for the 80 lieutenants already appointed, and with the first day of the present quarter for the additional 20.

Order in Council of 30 *June* 1827.

WHEREAS there was this day read at the Board a Memorial from His Royal Highness the Lord High Admiral, dated the 29th of June instant, in the following words, viz.:—

"Whereas by an Order in Council of His Majesty King George the Second, dated the 3d June, 1747, it was set forth that it had frequently happened that several old captains had been superseded by junior captains being made flag officers over their heads, although there had not been any particular charge of misbehaviour or neglect of duty alleged against the said old captains whilst in service, which has occasioned discontent and complaint amongst such old captains, and it was therefore directed by the said Order in Council, that all such captains,

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who had been so set aside, as well as any who should at any time be set aside in future promotions, should be appointed rear-admirals, without specifying any squadron or division of colours used in the fleet, and that they should be esteemed as superannuated sea officers, and have, for the rest of their lives, a pension equal to the half-pay of a rear-admiral, *provided that such captains had served at sea since the commencement of the then existing war with Spain*, and that they made application by petition to the Admiralty for the same; but, excepting from such benefit, captains having civil employments, or on the establishment of Greenwich Hospital, or commanding yachts.

"And whereas, by another Order in Council of his late Majesty, dated 8th March 1771, it was set forth that the provisions of the aforesaid Order in Council of the 3d June 1747, which required, in general terms, all captains, who, after that period should be set aside at any distance of time whatsoever to have served in the then existing war without having any view to their services in any future war that might precede their being set aside, appeared not to fall within the spirit and original intention of that regulation; and it was therefore directed that captains who shall have served with the approbation of the Board of Admiralty in any war in which His Majesty or his successors shall have been engaged immediately preceding their being set aside, should be entitled to the benefit set forth in the former Order in Council.

"And whereas, since the date of the said Orders in Council, the Board of Admiralty has, of course, considered that any officer not entitled by his services to the benefits of the said Orders in Council, could not be deemed eligible to be appointed a flag officer of the fleet (notwithstanding an extension by a subsequent Order in Council of the 19th December 1804, of the eligibility of officers to be placed on the list of superannuated rear-admirals), and all captains who have not served in a war immediately preceding any promotion of flag officers have hitherto consequently been set aside; yet, as a strict adherence to this regulation has been productive of inconvenience, and, in some instances, of injustice to meritorious officers, and as, in the event of any very short war (such as that of the hundred days with France, or the late war with Algiers), becoming the last war preceding a flag promotion, it is obvious that an adherence to the aforesaid regulations would set aside the larger portion of the captains on the list; and, as I am humbly of opinion that any captain who shall have reached by seniority the head of the list of captains with unblemished character, and who shall not have declined or avoided service, may be fairly considered eligible to be superannuated, with the rank of a retired rear-admiral, if passed in any promotion of flag officers; I beg leave most humbly to submit to Your Majesty, that Your Majesty may be graciously pleased by Your Order in Council to repeal altogether the aforesaid Orders in Council, and to direct that in lieu thereof, that all captains who shall in future be set aside by any promotion of flag officers may be appointed 'retired rear admirals,' with pensions equal to the half-pay of rear admirals of the Fleet, provided such officers have retained an unblemished character, and have not declined or avoided service; and as I fully admit the propriety of the principle that some experience in command of Your Majesty's ships as captains ought to be deemed requisite to qualify an officer to receive an appointment as flag officer to take the management and command at sea of Your Majesty's fleets, it appears to me that it would be a reasonable improvement that Your Majesty would be graciously pleased to direct, in lieu of the regulation now observed on that point, that captains (if by their character and other qualifications they be considered eligible by the Lord High Admiral, or the Commissioners for executing that office), shall be deemed to be entitled to receive appointments as flag officers of Your Majesty's fleet, provided they shall have commanded one or more of Your Majesty's rated ships, four complete years during war, or six complete years during peace, or five complete years of war and peace combined; and if it shall at any time happen that any captain shall be found not entitled under the before-mentioned regulations to be promoted to be a flag officer on the Active List, nor yet to be placed on the Retired List of rear admirals, I further beg leave most humbly to propose that such captain shall be removed from the list of officers of Your Majesty's fleet altogether, and that he shall receive a civil pension on the Estimates of the Navy, equal to his half-pay as a captain.

"And whereas some officers of Your Majesty's navy have been passed over in promoting flag officers in consequence of not having served at sea subsequent to the Peace of Amiens, although they had so served during the preceding part of the French War, I am induced most humbly to submit to Your Majesty that the French War which preceded and followed the Peace of Amiens, may be considered as one and the same war with relation to such officers, and that, provided they shall have commanded rated ships during the said war, for the periods hereinbefore proposed as requisite in future, and provided there be no other objections, such officers may be placed on the list of flag officers, according to the seniority they held as captains when passed over as above stated.

"And whereas it is provided by Your Majesty's Order in Council for the regulation of Your Majesty's service at sea, that no lieutenant shall be promoted to the rank of commander till he shall have been two years a lieutenant, nor any commander to the rank of captain till he shall have been two years a lieutenant, nor any commander to the rank of captain till he shall have been one year a commander; and whereas the existing regulations for the promotion of mates or midshipmen to be lieutenants require that the specific period of six years' service should be actually served on board ship; and whereas I now humbly propose to Your Majesty, that the promotion of captains to be flag officers is also to depend on a specified service in command of a rated ship, I would further submit to Your Majesty that it would be reasonable and beneficial to Your Majesty's service, and consistent with the principle thus established in the highest and lowest steps of promotion, that the intermediate steps should be also subjected to the same regulation, and that therefore lieutenants and commanders shall respectively serve on board Your Majesty's ships, in their proper ranks, the said periods of two years and one year, before they shall be capable of being promoted to the rank of commander and captain.

"His

"His Majesty having taken the said memorial into consideration, was pleased, by and with the advice of his Privy Council, to approve thereof, and to order, as it is hereby ordered, that the said Orders in Council bearing date respectively the 3d June 1847, the 8th March 1771, and the 19th December 1804, be, and the same are hereby revoked and annulled; and that for the future, the provisions proposed in the said memorial be duly and punctually complied with, and carried into execution. And his Royal Highness, the Lord High Admiral, is to give the necessary directions herein accordingly."

Order in Council of 1 *November* 1830.

WHEREAS we consider that it would prove highly gratifying to the feelings of the senior lieutenants of Your Majesty's Navy, and be in some degree a consolation to them for not having had the good fortune to advance to the higher ranks of their profession, if Your Majesty should be graciously pleased to authorise us to confer the rank and title of a retired commander on every lieutenant who has reached or shall hereafter reach the situation on the list of lieutenants of Your Majesty's Navy, which entitles him to receive 7*s.* a-day half-pay; but we propose that the said retired commander should not receive any increase to his half-pay as lieutenant until he shall have attained the situation of a retired commander, established by the Order in Council of 30th January 1816; and that he shall not be employed as a lieutenant, or in any situation usually held by lieutenants; and that, if holding such, he must resign it, to take advantage of the proposed regulation.

Order in Council of 10 *August* 1840.

WHEREAS Your Majesty was graciously pleased, by your Royal Commission, dated the 3d May 1838, to appoint certain Commissioners for the purpose of "inquiring into the several modes of promotion and retirement now authorised and granted to the officers of Your Majesty's Naval and Military forces, of ascertaining the comparative situation of the officers in each branch, and of reporting whether, due regard being had to economy and the efficiency of the service, it may be practicable and expedient to make any and what changes in the present system:"

And whereas the said Commissioners have, in obedience to Your Majesty's commands, made a report to your Majesty on the points referred to them, including therein propositions for an increase of full pay and half pay to certain ranks:

We beg most humbly to state to Your Majesty that we have taken the same into our serious consideration, so far as it relates to Your Majesty's officers of the Royal Navy and Marines; and we most humbly submit to Your Majesty whether Your Majesty will not be pleased, by your Order in Council, to direct that the recommendations and suggestions contained therein, which are recited below in the order in which they stand, shall be carried into effect:—

1st. *As Relates to Officers of the Royal Marines.*—That every officer of Marines removed from the corps on becoming a general officer, shall receive the full pay of his last regimental commission, or 400 *l.* a year, when the pay of his last regimental commission is not of that amount.

That the number of lieutenant colonels allowed to retire on full pay, under the provisions of Your Majesty's Order in Council of the 21st June 1837, be increased from four to six.

That the regimental field officer so retiring, and all those who may have heretofore retired upon full pay, as such shall be eligible to be promoted in succession by brevet to the rank of general officer, and that the retired full pay of such of the field officers as may attain the rank of general officer, shall be made up to 400 *l.* a year, if the retired pay they receive shall be below that amount.

That Your Majesty may be pleased to authorise us to admit of the permanent retirement, annually, of two lieutenant colonels to half-pay, at their own request; but that these officers shall not be eligible for any further promotion, by brevet or otherwise.

That the pay of captains of Royal Marines, when serving on shore and not victualled, shall be increased to 11 *s.* 7 *d.* a day, being at the same rate as that of captains of infantry of the line.

2d. *As to Flag Officers.*—That so much of the Order in Council of the 30th June 1827, as relates to the promotion of captains to be flag officers, be rescinded; and that those officers who have been placed on the Retired List, under that Order in Council, shall be placed on the list of flag officers, according to their seniority as captains.

That in all flag promotions, every captain whose seniority brings him in turn for advancement and shall be placed on the list of flag officers, provided he has served, or offered to serve, as a captain, and shall not have declined service at any time when called upon, and that there be nothing against his character as an officer and a gentleman; but that the half-pay of those flag officers who have not commanded one or more of Your Majesty's rated ships four complete years during war, or five complete years of war and peace combined, shall not be increased beyond that of rear admiral, unless they shall have rendered, as flag officers, sea service of equal length to complete the period abovementioned, of which they were deficient as captains.

That those captains who are not considered eligible to be promoted shall be removed from the list of officers of the Royal Navy, and receive a civil pension equal to their half-pay, to be provided for in the Naval Estimates, and that their widows shall be considered eligible to pensions (90 *l.* per annum) as captains' widows, according to such regulations as are now in force, or may hereafter be established.

3d. *Commanders.*—That 50 of the senior commanders on the list shall have the option of receiving the retired rank of captains, with the pay of 10 *s.* 6 *d.* a day, being the lowest rate of half-pay allowed to a captain, and that they shall be placed on a separate list as retired captains; and we would further most humbly propose, that the widows of these retired captains shall be entitled to receive at their husband's death

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pensions of 75 *l.* a year, if otherwise entitled thereunto.

4th. *Lieutenants.*—That the full pay of lieutenants of seven years' standing in that rank, being senior lieutenants of sea-going ships, or in command of any of Your Majesty's ships or other than those on the packet or surveying establishment, shall be 11 *s.* a day, or 15 *l.* 8 *s.* a lunar month, and that the full pay of all other lieutenants shall be 10 *s.* a day, or 15 *l.* a lunar month.

That the extra pay of 6 *d.* a day, at present allowed to all lieutenants in flag ships, be discontinued.

That the half-pay of lieutenants hereafter promoted to that rank shall be 4 *s.* a day, to be increased to 5 *s.* after three years' service in sea-going ships as lieutenants, advancing, as at present, by seniority, to the rates of 6 *s.* and 7 *s.* a day; but we humbly propose that we may be empowered to place any lieutenant upon the 5 *s.* list, who, through illness contracted in the service, shall have been unable to serve three years at sea in that rank.

5th. *Masters.*—That the full pay of masters serving in first, second, and third rates, shall be increased to 11 *s.* 8 *d.* a day, or 16 *l.* 6 *s.* 8 *d.* a lunar month.

That the full pay of masters serving in other rated ships shall be increased to 10 *s.* a day, or 14 *l.* a lunar month, and that the full pay of masters serving in sloops and smaller vessels shall be increased to 8 *s.* 4 *d.* a day, or 11 *l.* 14 *s.* a lunar month.

6th. *Mates.*—In order to improve the situation of mates, it is humbly recommended that, instead of receiving, as at present, warrants under the hand of the captain or commanding officer of the ship in which they may be serving, they shall in future be appointed by commissions or warrants from us; and that during the first three years of their actual service as such, the mates of Your Majesty's Navy shall take rank with ensigns in the army, and, after three years' service with lieutenants in the army, according to their seniority as mates, to be computed from the dates of their original warrants under the former regulations in respect to mates.

That the sea-pay of mates shall be increased to 3 *s.* 7 *d.* a day, or 5 *l.* a lunar month.

That after three years' actual sea service as mates, and when unable to obtain employment in Your Majesty's service, they shall be entitled to half-pay at the rate of 2 *s.* 6 *d.* a day, provided their conduct during such service shall have been satisfactory, and provided that they do not decline or avoid service when called upon.

That we may be empowered to allow any mate to retire from the service with a pension of 2 *s.* 6 *d.* a day, after 20 years' actual service, during ten of which he must have held that rating.

7th. *Secretaries.* — That secretaries to flag officers be appointed by commissions or warrants from us, upon the recommendation of the officer under whose flag they are to serve.

That the full pay of the secretary of the Admiral of the fleet shall be, as at present, 1 *l.* 7 *s.* 4 *d.* a day.

That the full pay of secretaries to all flag officers, commanders-in-chief, shall be 400 *l.* a year, and that of all other flag officers and commodores of the first class shall be 300 *l.* a year; and that after 12 years' service they shall be entitled to half-pay, at the rate of 12 *s.* a day.

8th. *Medical Officers.*—With a view of placing the medical officers of the Royal Navy, in respect to rank, pay, and additional pay for length of service, and also with respect to half-pay, on a scale more nearly corresponding with that assigned to officers of the Army Medical Department than at present, it is most humbly submitted that the scale of rank, pay, and half-pay, marked A., attached hereto, be established for the naval medical officers; but that the benefit of any new regulation in this respect shall not be extended to any medical officer on half-pay, or who may hereafter come upon full pay, until he shall have served a period of three years, subsequent to the 1st January 1838.

That the medical officers of the Navy shall be permitted to reckon the whole period of their full pay service as assistant surgeons and surgeons, in claims to increased pay or retirement, and when employed in any naval hospital at home or abroad, or in the Royal Marine Infirmary at Chatham or Woolwich, which are also naval hospitals, they shall be entitled to the rates of pay and half-pay, agreeably to the length of their respective services in these establishments, set forth in the Table B. also attached hereto.

9th. *Loss of Instruments.*—It is most humbly recommended that officers of all ranks in the Royal Navy and Marines shall receive a compensation for the loss of their instruments, clothing, and other effects, subject to such regulations as we may think fit to establish, provided such officers shall be acquitted of all blame as to the cause of any such loss; but that this boon should not in any case be retrospective.

And we beg, in conclusion, most humbly to submit that no officers of the Royal Navy or Marines, of whatsoever rank, who shall retire from their respective employments without our approbation, or who shall refuse or avoid service, if found capable of serving, shall be allowed to receive half-pay, and that their names shall be removed from the list of officers of the Royal Navy.

We further propose that the several increases of pay and half-pay contemplated by these recommendations shall take place from the 1st July instant.

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Table (A.).

Scale of Rank, Pay, and Half-Pay for Medical Officers of the Royal Navy.

	Full-Pay.	Half-Pay.
	Per Diem.	*Per Diem.*
	£. s. d.	£. s. d.
Inspectors of Hospitals and Fleets	1 11 6	– 15 –
After 10 years as such	2 2 –	1 1 –
Deputy Inspector of Hospitals and Fleets	1 – –	– 15 –
(With such further allowance, when employed in hospitals on shore, as the Board of Admiralty may think proper.)		
Surgeon	– 11 –	– 5 –
Above six years' full-pay service, including service as Assistant Surgeon	– 12 –	– 6 –
Above 10 years' ditto ditto	– 14 –	– 7 –
Above 15 years' ditto ditto	– 14 –	– 8 –
Above 20 years' ditto ditto	– 18 –	– 10 –
Above 25 years' ditto ditto with leave to retire	– 18 –	– 13 –
Above 30 years' ditto ditto ditto	– 18 –	– 15 –
Assistant Surgeon	– 7 –	– 2 –
Above three years' full-pay service	– 7 6	– 3 –
If serving in small vessels, under 10 years' full pay service	– 8 –	– 3 –
Above ten years' full-pay service	– 9 –	– 4 6
If serving in small vessels	– 10 –	– 4 6
Above 20 years' full-pay service	– 10 –	– 5 –

Table (B.).

Rates of Full-Pay and Retirement for Officers serving in Hospitals, &c.

	Full-Pay.		Retirement.	
		Per Diem.		*Per Diem.*
		£. s. d.		£. s. d.
Inspectors of Hospitals	On first appointment	1 13 –	Hospital service, after 10 years	1 1 6
	After 10 years' service	2 2 –	After 15 years	1 4 3
			„ 20 „	1 7 –
			„ 25 „	1 9 8
			„ 30 „	1 12 6
Deputy Inspectors of Hospitals	On appointment	1 7 6	After 15 years	– 17 6
			„ 20 „	– 19 9
			„ 25 „	1 2 –
			„ 30 „	1 4 3
			„ 35 „	1 6 6
Surgeons of Hospitals	On appointment with less than 20 years' service	– 16 6	After 10 years	– 11 6
			„ 15 „	– 12 10
			„ 20 „	– 14 3
	Above 20 years' service	1 – 6	„ 25 „	– 15 7
Surgeons of the Marine Infirmaries at Chatham and Woolwich	On appointment	1 4 8	After 10 years	– 14 3
			„ 15 „	– 16 3
			„ 20 „	– 18 4
			„ 25 „	1 – 4
			„ 30 „	1 2 6
			„ 35 „	1 4 6

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Order in Council of 24 *April* 1847.

HAVING for some time had under our consideration the growing insufficiency of the Admiral's List of the Royal Navy, arising from the advanced age of the officers filling the highest rank in Your Majesty's Naval Service, an evil necessarily increasing from year to year, and being of opinion, that the only mode of effecting this object of bringing officers still in possession of health and vigour nearer to the flag, would be by providing for the honourable retirement of those at the head of the list of captains, thus opening the succession to the highest rank to younger men, we, in the course of last summer, prepared the enclosed proposal for the voluntary retirement of a portion of the Captains of the Royal Navy: And whereas we deemed it expedient, before submitting the same for Your Majesty's gracious approval, to ascertain how far the inclinations of the officers affected agreed with our proposal, which was made provisional on its acceptance by a stipulated number, we addressed a circular letter to each, proffering the proposed retirement: And whereas a sufficient number have now stated their readiness to avail themselves thereof, we most humbly propose to Your Majesty to sanction our carrying this arrangement into effect from the 1st October last, the date specified in our said circular letter; and we beg further to state that the Lords of Your Majesty's Treasury have signified their assent to the arrangement.

Plan of Retirement for 200 *Captains, above referred to.*

1. First, the rank of retired rear-admiral to be given by seniority to such applicants from the 14*s.* 6*d.* Half-pay List, as may be willing to accept it, with the pay of 1*l.* 5*s.* a day, and the corresponding pension to their widows, under the usual restrictions.

2. An addition of 7*s.* 6*d.* per day to be given to applicants by seniority, from the 12*s.* 6*d.* and 10*s.* 6*d.* Half-pay Lists, being, captains of not less than 20 years' standing, and 55 years of age. Officers from both lists to be permitted to assume the title of retired rear-admiral, at the period when they would have obtained the flag by seniority, had they remained on the Active List. Their widows to be entitled to a pension of 110*l.* per year, and to the pensions of rear-admirals' widows when the rank of retired rear-admiral has been obtained.

3. The vacancies upon the 1*l.* List to be filled up in turn by seniority, by officers now accepting the 18*s.* a day, but no new admissions to the 1*l.* 5*s.* List to be made, until it is reduced below the number of 25, which it is not to exceed afterwards; the Permanent Retired List to be reduced to 100, by making one appointment for every two vacancies; the first 25 officers on the List receiving 1*l.* 5*s.* a day, and the remaining 75 1*l.* per day, with the right of assuming the rank of retired rear-admirals, when entitled to it by seniority.

4. The acting list of captains not permanently to exceed 500, a proportionate reduction to be made in the 14*s.* 6*d.*, and 12*s.* 6*d.* Half-pay Lists, the first to consist of 70 captains, and the latter of 100.

5. Good service pensions to be retained by captains until they reach the rank of rear-admiral, or retired rear-admiral.

6. The promotions from the Captains' List and the Admirals' List in future to be continuous, reserving always the undoubted right of the Crown to select officers for promotion to the higher as well as the lower ranks, whenever the public interest requires such an exercise of the prerogative.

7. The Admirals' List not permanently to exceed 150 in number, and to be thus distributed:—

> Thirty admirals, or 10 of each squadron; 45 vice-admirals, or 15 of each squadron; and, 75 rear-admirals, or 25 of each squadron;

but there will be a flag promotion in the course of the present year, in which the 20 senior officers upon the Captains' List will be included.

8. This plan will come into operation on 1st October of the present year, and all letters relating to it to be treated as strictly confidential.

Her Majesty having taken the said memorial into consideration, was pleased, by and with the advice of the Privy Council, to approve of what is therein proposed; and the Right Honourable the Lords Commissioners of the Admiralty are to give the necessary directions herein accordingly.

Order in Council of 25 *June* 1851.

WHEREAS we have taken into our consideration the evils and inconveniences which have resulted to Your Majesty's naval service from the present state of the Navy List, which has swelled far beyond the numbers required during a time of peace, and being desirous of effecting certain changes which we consider will not only prove of general ultimate advantage to Your Majesty's naval service, but will also tend to the reduction of the present charge for half-pay, we most humbly submit to Your Majesty whether Your Majesty will not be graciously pleased to direct that the suggestions and alterations as hereinafter recited be carried into effect.

1st. *As relates to Flag Officers.*—We would humbly submit that the number of flag officers be in future reduced to 99, exclusive of admirals of the fleet; of these, 21 to be admirals, 27 to be vice admirals, and 51 rear admirals; and we would suggest that the reduction be effected as follows; viz.:

1. By removing to a reserve half-pay list those officers now on the Active List who have not served at sea for their flag under the Order in Council of 30 June 1827; these officers to receive, as at present, the half-pay of rear admirals, but to be allowed the same advantage of rising in rank as if they had remained on the Active List.

2. By awarding 10 retired service pensions of 150*l.* each to such flag officers as are either above 70 years of age, or are physically incapable of further active service; such officers to be placed on the Reserved List, and the vacancies occasioned by death to be filled up from the Active

Active List. We would further humbly submit that these pensions should not be held in addition to the good-service pension.

But, in humbly submitting this latter proposition to Your Majesty, it is necessary that we should take into consideration the possibility of an instance or instances occurring in which there may be no candidate on the Active List for the said pension of 150*l.* a year, and we would therefore humbly submit to Your Majesty, that in the event of such a case or cases occurring, it would be expedient that no promotion should take place from the captains to the Flag List, but that the vacancy or vacancies on the Pension List should be kept open till filled up by candidates from the Active Flag List.

2d. *As relates to Captains.*—That the number of captains on the Active List be reduced to a number not permanently exceeding 350, and that the reduction be effected as follows:—

1. As vacancies occur on the Active List of flag officers, by promoting the captain first in seniority who has served for his flag; reserving, however, Your Majesty's undoubted right of selection. But we would submit that those officers who rise to their flags, who may not have so served, be placed on a Reserved Half-pay List, rising in rank, as at present, but with the half-pay only of rear admirals.

2. By maintaining the retirement of 1846 at the number of 200, to be effected by permitting officers who are above 55 years of age, and who have been in the Captain's List for 10 years, to be eligible for retirement. We would further submit that this retirement be so kept up to the number of 200 till the list of captains be reduced to 350; the retired list to be then diminished by retiring one only in two vacancies, until the number be reduced to 100.

3. By observing the rule of promotion as it is now in force, of promoting one officer in three vacancies (except in special and individual cases), until the number shall have been reduced to 350.

But while we are fully convinced of the evils which attend the system of promoting by brevet, and would recommend its being abandoned in future, we are, nevertheless, desirous of meeting the claims of old officers who have served long and well, and who seek their promotion rather as a reward for past services than in the expectation of further employment; to meet therefore these claims equitably, and at the same time not to fill the Active List with officers who cannot long continue fit for service, we would humbly submit the expediency of promoting, by selection, 50 commanders to the rank of captains, such officers to be placed on the reserved Half-pay List; of these 50, we would suggest that 20 be selected in the present year, and 10 in each succeeding year, until the number reaches 50, when the vacancies only should be filled up.

3d. *As relates to Commanders.*—That the number of commanders on the Active List be reduced to a number not permanently exceeding 450, and that the reduction be thus effected:—

1. By selecting 50 commanders to be captains, as already recommended.

2. By increasing to 100 the list of commanders promoted to the rank of retired captain under Your Majesty's Order in Council of the 10th of August 1840, and keeping open such retirement until the number of commanders in the Active List is reduced to 450.

3. By removing to a reserved half-pay list all commanders who have not served afloat, or in the packet or the revenue service, within 20 years, or who may be physically incapable of service, and by continuing from time to time to remove such officers from the Active List to the Reserved Half-pay List; we would, however, suggest that such officers as may be thus placed on reserved half-pay should be allowed to retain all the advantages which they now enjoy of rising in pay, or rank, or of receiving the Greenwich out-pension.

4. While we would humbly suggest that the system of promoting by brevet should be abandoned, we would submit, nevertheless, that 50 lieutenants be promoted by selection to the rank of commander, to be placed on the Reserved Half-pay List, in the same manner as we have specified in the case of the commanders whom we have recommended should be promoted to the rank of captain.

5. By adhering to the present rule of promoting one officer in three vacancies (except in special and individual cases) until the number on the Active List be reduced to 450.

4th. *As relates to Lieutenants.*—We would humbly submit that the number of lieutenants on the Active List of the Navy be reduced to a number not permanently exceeding 1,200, viz.:—

1. By promoting 50 lieutenants by selection, as already specified.

2. By placing on the Reserved Half-pay List all lieutenants who have not served afloat, or in the packet or revenue service, within 20 years, and all such as are physically unable to serve; and by removing from time to time such officers from the Active to the Reserved Half-pay List, reserving to them, however, as in the case of commanders, all the advantages they now enjoy of rising in pay or rank, or of receiving the Greenwich out-pension.

3. By keeping up the rule of promoting one officer in three vacancies (except in special and individual cases) until the number of lieutenants on the Active List shall be reduced to 1,200.

4. By relinquishing the system of promoting mates to be lieutenants by brevet.

And whereas, by these measures a Reserved List of half-pay officers will be created; and whereas Your Majesty may be pleased, in case of war or emergency, by your Order in Council, to call such officers on the Reserved List into active service, we humbly submit to Your Majesty that such officers as Your Majesty may so employ shall, for the time being, be in all respects entitled to the pay and emoluments of their respective ranks on the Active List.

In conclusion, we beg leave humbly to represent to Your Majesty that Parliament has voted the sum of money which we consider will be requisite to defray the temporary additional expenses of this proposed plan of naval retirement.

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Order in Council of 30 *January* 1856.

WHEREAS we have had under our consideration the operation of the various Orders in Council now in force affecting the retirement of officers of Your Majesty's Navy, and more especially the Order in Council of 25th June 1851; and, moreover, having had under our further consideration a Memorial which has been addressed to us by certain commanders, praying for an improvement in their position, both as to retirement and half-pay, we would humbly represent to Your Majesty that, as regards the retirement of officers of the rank of Commander, we are of opinion that the operation of the several Orders in Council has been less satisfactory in its result than in the case of the retirement of officers of other ranks.

In order, therefore, to enable us to meet the claims as regards half-pay and promotion of officers of long and meritorious service, and, at the same time, to relieve the list of commanders of officers who, from advanced age or physical infirmities, are no longer available for active employment, we would most humbly submit that Your Majesty be graciously pleased to approve of our carrying into effect the alterations and suggestions as hereinafter recited:—

1. That the list of captains on the Reserved List, established by Your Majesty's Order in Council, of 25th of June 1851, be increased from 50 to 100, by selecting from the Active List of Commanders a number not exceeding 15 in the present, and in each succeeding year, till the number of 100 be complete, when the vacancies only are to be filled up by selection, also from the Active List.

2. That the list of Retired Captains (established by Order in Council of 10th August 1840, and increased by Your Majesty's Order in Council of 25th June 1851) be increased temporarily from 100 to 250, and permanently to 200. To effect this subsequent reduction we would humbly suggest that one officer only be promoted in two vacancies, till the list be reduced to its permanent number of 200, but that thenceforward one officer should be promoted in each vacancy. The result of this measure would not only be to extend the boon of promotion to 150 officers, who, after having served the Crown long and faithfully, are now old and unable to serve; but by their removal to the Retired List of Captains, it would raise a corresponding number of commanders to a higher rate of half-pay, to which we are of opinion that they have just and reasonable claims.

Further, with regard to the retirement of officers of the rank of lieutenant, and adverting more especially to Your Majesty's Order in Council of 25th June 1851, which established a reserved list consisting of 50 commanders to be selected from the list of Lieutenants, we would humbly suggest that Your Majesty be graciously pleased to authorise us to increase that list from 50 to 100; such increase to be effected by selecting from the Active List of Lieutenants a number not exceeding 15 in the present and in each succeeding year, till the number of 100 be complete, when the vacancies only are to be filled up, by selection also from the Active List. Lastly, we would humbly represent to Your Majesty the inexpediency of promoting to an Active List, officers who from their mature age can entertain but little reasonable prospect of being again called into active service.

We would, therefore, submit that, inasmuch as the age of the lieutenants who during the last ten years have been promoted to the rank of commander for good service in the coast guard, or in command of revenue cruizers, has averaged 55 years, it would be for the advantage of Your Majesty's Naval Service, if, in future, such officers were to be promoted to the Reserved List, except only in individual cases in which, on the special recommendation of the Comptroller General of the Coast Guard, we may think it desirable to retain the services of the officer so recommended, by promoting him to the Active List; while we are of opinion, however, that these annual promotions to the Reserved List should be irrespective of any vacancies on that list; we would submit that on the death of an officer so promoted, his vacancy should not be filled up.

Order in Council of 7 *May* 1858.

WHEREAS there was this day read at the Board, a memorial from the Right Honourable the Lords Commissioners of the Admiralty, dated the 3d May 1858, in the words following, viz:—

"Whereas Your Majesty was graciously pleased by your Order in Council of 25 June 1851, to sanction the removal to a Reserved Half-pay List of such captains as may not, when their turn for promotion shall arrive, have served the period for their flag, as required by the Order in Council of 30 June 1827; while at the same time Your Majesty was graciously pleased to secure to such officers the same advantage of rising in rank, as if they had remained on the Active List: But whereas, when provision was made by Parliament in the year 1846, for the retirement of 200 captains, it was provided that such officers, as then accepted the retirement, should be empowered to assume no higher rank than that of retired rear-admiral.

"We would most humbly represent to Your Majesty the hardship which these officers may be supposed to feel at being the only officers excluded from rising to the higher ranks of the Flag List, and as many of them have distinguished themselves in time of war, and have otherwise performed good and meritorious service; we are humbly of opinion that it would be a proper and considerate act of grace and favour, if Your Majesty were also to extend to these officers the advantage of rising to the higher grades on the Flag List, according to the seniorities which they respectively held on the list of captains; but we beg further humbly to submit, that should Your Majesty be graciously pleased to adopt our recommendation, the names of these officers should be retained on a separate Retired List as at present, and that no further increase of retired pay or emolument should accrue to them, than that which was guaranteed to them when they accepted retirement.

Her Majesty having taken the said memorial into consideration, was pleased, by and with the advice

advice of Her Privy Council, to approve of what is therein proposed. And the Right Honourable the Lords Commissioners of the Admiralty are to give the necessary directions herein accordingly.

(signed) *Wm. L. Bathurst.*

At the Court at Osborne House, Isle of Wight, 1 August 1860.

PRESENT,

The Queen's Most Excellent Majesty in Council.

WHEREAS there was this day read at the Board a Memorial from the Right Honourable the Lords Commissioners of the Admiralty, dated the 31st of July 1860, in the words following, viz.,

" Whereas having had under consideration the inadequacy of the means at present at our disposal of employing officers who are fit and desirous to serve Your Majesty, as well as our inability to extend sufficient reward by promotion or otherwise to many officers who have served long and faithfully; and being further of opinion that additional encouragement is required to induce officers to serve with willingness and zeal while in health and vigour, we would humbly submit to Your Majesty that we be empowered in future to award an honourable retirement to officers who shall have attained an age which renders it unlikely that they will be long fit for further active service; and also, as an additional reward for past service, and as an inducement to officers on the Active List to seek future service, we would further suggest that the half pay of lieutenants should hereafter be proportionate to, and made dependent upon, their length of service.

" Should Your Majesty be graciously pleased to sanction these our propositions, we would humbly submit that we be authorised to carry the following alterations and suggestions into effect.

" 1st.—*As relates to Captains.*

" We would humbly propose that all captains who have attained, or shall hereafter attain, the age of 60, without having served in their present rank, be placed on a Retired List, and receive retired pay as follows:—

" If on 10 *s.* 6 *d.* Half-pay List when retired - 18 *s.* per diem.
" If on 12 *s.* 6 *d.* " " " " - } 20 *s.* "
" If on 14 *s.* 6 *d.* " " " " - }

" Such officers to assume the rank and title of rear-admiral at the time they would have obtained their flag by seniority, had they remained on the Active List.

" Captains who may arrive at the head of the List without having served in that rank, to be placed on the List of reserved flag officers, with the pay of 20 *s.* per diem.

" In making these proposals, we would humbly submit that captains now on the 14 *s.* 6 *d.* Half-pay List, should not be affected by them, unless by their own desire.

" 2d.—*As relates to Commanders.* App. No. 1.

" It is humbly submitted that all commanders on the Active List who have attained the age of sixty, or who may hereafter attain that age, be placed on a Retired List, with the rank and title of retired captain, and that they receive half-pay, according to their length of sea service, on the scale hereinafter mentioned.

" All commanders on the Active List, who have not been employed either afloat, in command of revenue vessels, in the coast guard, or as mail or transport agents, within a period of fifteen years, to be placed on a Retired List, and to receive retired pay according to their amount of sea service, also on the same scale as hereinafter mentioned; such officers to be permitted to assume the rank and title of retired captain on reaching the age of sixty, but without further addition to their retired pay.

" *Scale of Retired Pay.*

" Total sea service in the rank of commander and lieutenant:—

	Pay per Diem. Half-pay they may be receiving at the time when retired.
	s. *d.*
" Under 9 years - -	- 10 6
" Above 9 years' and less than 12 years' service	- 10 6
" 12 " " 15 " -	- 12 6
" 15 " " 20 " -	- 14 6
" 20 - - - - - -	- 16 6

" Officers after twenty years' service in these ranks, or who are physically incapable of service, to be eligible for this retirement, with the rank and title of retired captain, irrespective of age, at the discretion of the Board of Admiralty.

" Time served in command of revenue vessels to count as sea time.

" Time served in the coast guard on shore, or in transport service on shore, to count as sea time, in the scale of retired pay, in the proportion of three years in the coast guard or transport service as one of sea service.

" Time served as mail or transport agents afloat or abroad to count for the above purpose as sea time, for the first three years, and after that in the proportion of three years' agent's time as two of sea service.

" For every year's service as acting lieutenant, mate, or passed midshipman, after the completion of two years' service, or combined service in those ranks, an officer to be allowed threepence per diem additional.

" Commanders who have been promoted to the Reserved List of captains under the Orders in Council of 25th June 1851, and 30th January 1856, will be entitled to increase of pay, on the above scale, according to their length of service.

" *Lieutenants.*

" We would humbly submit, that lieutenants on the Active List who have attained, or who may hereafter attain, the age or sixty, be placed on a Retired List, with the rank and title of retired commander, and that they receive pay according to their sea service on the hereinafter mentioned scale.

" All lieutenants on the Active List who have not been employed either afloat or in the coast guard, in command of revenue vessels, or as mail or transport agents, within a period of fifteen years, to be placed on a Retired List, and to receive

App. No. 1.

receive pay also on the same scale as hereinafter mentioned.

"These officers to be permitted to assume the rank and title of retired commander on attaining the age of sixty, but without further addition to their retired pay.

"*Scale of Retired Pay.*

"Total sea service in the rank of lieutenant:—

	Pay per Diem.
"Under 6 years - - -	Half pay they may be receiving at the time when retired.
	s. *d.*
"Above 6 years and less than 9 years - - -	7 –
" 9 " " 12 " - - -	8 6
" 12 " " 15 " - - -	10 –
" 15 " - - - - -	11 6

"Officers after twenty years' service in this rank, or who are physically incapable of service, to be eligible for retirement with the rank and title of retired commander, irrespective of age, at the discretion of the Board of Admiralty.

"No further additions from the Active List to be made to the present Retired and Reserved Lists for commanders and lieutenants.

"Time served in command of revenue vessels to count as sea time.

"Time served in the coast guard on shore, or in the transport service on shore, to count as sea time, in the scale of retired pay, in the proportion of three years in the coast guard or transport service as one of sea service.

"Time served as mail or transport agents afloat or abroad to count for the above purpose as sea time for the first three years, and after that in the proportion of three years' agent's time as two of sea service.

"For every year's service as acting lieutenant, mate, or passed midshipman, after the completion of two years' service or combined service in those ranks, an officer to be allowed threepence per diem additional.

"Officers who may in future be recommended for the annual promotions on account of good service in the coast guard or revenue cruizers, or as mail agents, whom it may not be considered desirable to promote to the Active List, to be promoted to the Retired List, and be paid according to sea service on the above scale.

"Lieutenants who have been promoted to the Reserved List of commanders under the Orders in Council of 25th June 1851 and 30th January 1856 will be entitled to increase of pay on the above scale, according to their length of service.

"*Half-pay of Lieutenants on the Active List.*

"We would humbly submit to Your Majesty that the half-pay of lieutenants be in future fixed according to sea service in that rank, on the following scale:—

	s.	*d.*	
"Under 3 years' sea-time - - -	4	–	per diem.
"Above 3 " - - -	5	–	"
" 6 " - - -	6	–	"
" 9 " - - -	7	–	"
" 12 " - - -	8	6	"

"Time served in command of revenue vessels, in the coast guard, and as mail and transport agents, to reckon as sea service, in the same proportion as we have recommended, shall regulate increase of retired pay to officers on the Retired List.

"The present rates of half-pay to be abolished for the future, but no officer now in receipt of 6*s.* and 7*s.* a day to receive less than his present amount of half-pay; lieutenants, however, may be allowed half-pay at the rate of 5*s.* a day, if, through illness contracted in the service, they shall have been unable to serve three years at sea in that rank.

"*Greenwich Out-Pensions.*

"All officers on the Active List who accept the out-pension of Greenwich Hospital to be placed on the Retired List of the rank which they may then hold, and to be permitted to assume a step in rank on reaching the age of 60, but without further increase of pay.

"Should your Majesty be graciously pleased to sanction these our suggestions, we would humbly submit that Your Majesty will authorise us to carry into operation the several arrangements and changes herein contemplated, from such date or dates as we may think fit and expedient.

"In conclusion, we beg leave to represent to Your Majesty that the Lords Commissioners of Your Majesty's Treasury have sanctioned the additional expenses which will be entailed in carrying out this proposed scheme."

Her Majesty having taken the said memorial into consideration, was pleased, by and with the advice of Her Privy Council, to approve of what is therein proposed. And the Right Honourable the Lords Commissioners of the Admiralty are to give the necessary directions herein accordingly.

(signed) *Edmund Harrison.*

SUMMARY of the Preambles to the different Orders in Council relating to Naval Promotion and Retirement, showing the reasons for which they were severally obtained.

Order in Council of 30 *January* 1816.

THIS Order in Council extends the rank of retirement as well as an increase of half-pay, to a further number of the senior lieutenants in the Navy. The preamble sets forth the desirability of improving the condition of a meritorious and deserving class, who by reason of age and infirmities were rendered incapable of further service, and at the same time affording encouragement to others.

Order in Council of 30 *June* 1827.

THE preamble to this Order in Council refers to an existing regulation, by which all captains who had not served in a war immediately preceding any promotion of flag officers, had hitherto been consequently set aside on any such promotion taking place. It then sets forth that this regulation had not only been occasionally productive of inconvenience, and, in some instances, of injustice to meritorious officers, but also that, if adhered to, it would obviously set aside the larger portion of the captains on the list. It provides therefore that hereafter any captain who shall reach by seniority the head of the list of captains with unblemished character, and who

shall

shall not have declined or avoided service, shall be eligible to be superannuated with the rank of a retired rear-admiral.

Order in Council of 1 *November* 1830.

THIS Order in Council confers the rank of retired commander, with no increase of emolument, on all lieutenants who have reached the highest rate of half-pay of their rank. The preamble sets forth the gratification which it will afford to the feelings of the senior lieutenants, and the consolation which it will in some degree be to them for not having had the good fortune to advance to the higher ranks of their profession.

Order in Council of 10 *August* 1840.

THIS Order in Council carries out certain recommendations and suggestions, proposed by the Royal Commission, dated the 3d of May 1838, with the view of improving the efficacy of the Navy and the condition of various classes of officers.

Order in Council of 24 *April* 1847.

THIS Order in Council was obtained for the purpose of effecting the retirement of 200 captains. The preamble sets forth the "growing insufficiency, arising from the advanced age of the officers holding the highest rank in the Navy, an evil necessarily increasing from year to year." It also specifies that the "only mode of effecting this object, viz., of bringing officers still in possession of health and vigour nearer to their flag, would be by providing for the honourable retirement of those at the head of the list of captains, thus opening the succession to the highest ranks to younger men."

Order in Council of 25 *June* 1851.

THIS Order in Council sets forth the evils and inconveniences which have resulted to the naval service from the Navy List having swelled beyond the numbers required in time of peace, and suggests as likely to prove of general ultimate advantage, the creation of the present Reserved Lists, an increase of certain Retired Lists, and the gradual reduction of the Active Lists of flag officers, captains, and commanders to the numbers of which those Lists now consist.

Order in Council of 30 *January* 1856.

THIS Order in Council was obtained principally for the purpose of improving the condition of the commanders of the Navy as to retirement and half-pay. The preamble lays down that the operation of former Orders in Council had been less satisfactory in its result as regards this class of officers than in the case of the retirement of officers of other ranks, and suggests certain changes both as a reward for officers of long and meritorious service, as also to relieve the list of commanders of officers, who, from advanced age and physical infirmities, are no longer available for active service.

Order in Council of 7 *May* 1858.

THIS Order in Council confers the boon to retired rear-admirals of rising to the higher ranks of retired vice and full admiral *pari passu* with flag officers on the Active and Reserved Lists, according to their respective seniorities as captain, but without increase of half-pay beyond that of a retired rear-admiral. The preamble sets forth the hardship which these officers may be supposed to feel at being excluded from rising to the higher ranks on the Flag List, many of them, moreover, having distinguished themselves in time of war, and having otherwise performed good and meritorious service.

Order in Council of 1 *August* 1860.

THE preamble to this Order in Council sets forth the inadequacy of the means at the disposal of the Board of Admiralty of employing officers who may be fit and desirous to serve, as well as the inability of the Board to extend sufficient reward by promotion or otherwise to officers who have served long and faithfully. It proposes therefore to award an honourable retirement to officers who shall have attained an age which renders it unlikely that they will be long fit for further active service; and also, as an additional reward for past service, and as an inducement to officers on the Active List to seek future service, it suggests that the half-pay of lieutenants should hereafter be made proportionate to and made dependent upon length of service.

RETURN of the Number of each Class of Officers of the Royal Navy, Active and Retired, in the Years 1816, 1827, 1830, 1840, 1846, 1851, 1856, 1860, 1863, showing the Numbers Employed.

YEARS.	FLAG OFFICERS.									CAPTAINS.									
	Flag Officers on the Active List.	On Reserved Half Pay; in Receipt of Service Pensions, under Order in Council of 25 June 1851.	Of Greenwich Hospital.	On Reserved Half Pay, under Order in Council of 25 June 1851.	Superannuated Rear-Admirals.	Admirals Retired under Orders in Council of 24 April 1847 and 7 May 1858.	Retired under Orders in Council of 24 April 1847, 25 June 1851, and 7 May 1858.	Number of Flag Officers Employed.	Total Number of Flag Officers.	Captains on the Active List.	Captains of Greenwich Hospital.	Superannuated and Retired.	Retired under Orders in Council of 24 April 1847 and 25 June 1851.	Retired under Order in Council of 1 August 1860.	Promoted from the Commanders' List, under Orders in Council of 25 June 1851 and 30 January 1856.	Promoted from Commanders' List, under Orders in Council of 10 August 1840, 25 June 1851, and 30 Jan. 1856.	Promoted from the Commanders' List, under Order in Council of 1 August 1860.	Number of Captains Employed.	Total Number of Captains.
1816	210	–	–	–	32	–	–	14	242	851	–	36	–	–	–	–	–	138; afloat, 115.	887
1827	191	–	–	–	33	–	–	11	224	810	–	20	–	–	–	–	–	74; afloat, 63.	830
1830	175	–	–	–	25	–	–	9	200	851	–	14	–	–	–	–	–	65; afloat, 51.	865
1840	146	–	–	–	55	–	–	12	201	684	–	8	–	–	–	–	–	72; afloat, 64.	692
1846	153	–	–	–	Removed to Active List.	–	–	13	153	720	–	2	–	–	–	50	–	80; afloat, 76.	772
1851	151	–	–	–	–	44	35	11	230	494	4	–	104	–	–	50	–	75; afloat, 70.	652
1856	100	10	–	72	–	28	104	18	314	394	4	–	63	–	50	100	–	138; afloat, 124.	611
1860	100	10	4	87	–	25	111	19	337	356	4	–	55	–	100	218	–	128; afloat, 120.	733
1863	100	10	4	96	–	25	90	15	325	350	4	–	30	11	93	197	63	105; afloat, 99.	748

YEARS.	COMMANDERS.									LIEUTENANTS.						TOTALS.		
	Commanders on the Active List.	Commanders of Greenwich Hospital.	Retired under Order in Council of 1 August 1860.	On Reserved Half Pay, under Order in Council of 25 June 1851.	Promoted from the Lieutenants' List, under Orders in Council of 25 June 1851 and 30 January 1856.	Promoted from the Lieutenants' List, under Order in Council of 30 January 1816.	Promoted from the Lieutenants' List, under Order in Council of 1 November 1830.	Promoted from the Lieutenants' List, under Order in Council of 1 August 1860.	Number of Commanders Employed.	Total Number of Commanders.	Lieutenants on the Active List.	Lieutenants of Greenwich Hospital.	On Reserved Half Pay, under Order in Council of 25 June 1851.	Retired under Order in Council of 1 August 1860.	Number of Lieutenants Employed.	Total Number of Lieutenants.	Total Number of Officers Employed.	Total Number of Officers Retired or on Reserved Lists.	Total Number of all Flag and Commissioned Officers.
1816	813	–	–	–	–	80	–	–	85; afloat, 83.	893	4,058	–	–	–	760; afloat, 674.	4,058	997; afloat, 886.	148	6,080
1827	843	–	–	–	–	100	–	–	70; afloat, 66.	943	3,691	–	–	–	690; afloat, 415.	3,691	845; afloat, 555.	153	5,688
1830	915	–	–	–	–	100	–	–	95; afloat, 92.	1,015	3,581	–	–	–	641; afloat, 398.	3,581	811; afloat, 550.	139	5,661
1840	805	–	–	–	–	100	180	–	137; afloat, 79.	1,085	2,811	–	–	–	857; afloat, 428.	2,811	1,078; afloat, 583.	343	4,789
1846	842	–	–	–	–	100	196	–	159; afloat, 104.	1,138	2,537	–	–	–	908; afloat, 549.	2,537	1,160; afloat, 742.	348	4,600
1851	829	4	–	–	–	99	216	–	158; afloat, 98.	1,148	2,162	8	–	–	731; afloat, 420.	2,170	975; afloat, 599.	564	4,200
1856	568	4	–	153	50	98	247	–	199; afloat, 122.	1,120	1,175	8	781	–	860; afloat, 652.	1,964	1,215; afloat, 916.	1,772	4,009
1860	496	4	–	21	106	99	249	–	200; afloat, 128.	975	1,073	8	507	–	786; afloat, 621.	1,588	1,133; afloat, 888.	1,608	3,633
1863	443	3	34	7	101	97	279	174	217; afloat, 130.	1,138	806	6	326	33	600; afloat, 534.	1,171	933; afloat, 778.	1,683	3,382

Appendix, No. 2.

RETURN of the Number of CAPTAINS on the ACTIVE LIST of the ROYAL NAVY promoted to the ACTIVE and RESERVED FLAG LISTS, in each Year since 1851, inclusive. App. No. 2.

YEAR.	Number Promoted to Active Flag List.	Number Promoted to Reserved Flag List.
1851	10	4
1852	9	10
1853	8	2
1854	13	14
1855	12	16
1856	9	6
1857	15	25
1858	10	8
1859	1	2
1860	4	1
1861	6	4
1862	9	20
TOTAL	106	112

Admiralty, 22 April 1863.

C. H. Pennell,
Chief Clerk.

RETURN of the Number of Flag Officers, Captains, Commanders, and Lieutenants of the Royal Navy on the Active, Reserved, and Retired Lists, at the undermentioned Periods, and the Dates of the Formation of the several Reserved and Retired Lists.

DATE, YEAR, AND MONTH.	FLAG OFFICERS.								CAPTAINS.								
	Active List.	A, 1 July 1851.	G, H, 30 January 1856.	B, 25 June 1851.	Superannuated Rear-Admirals.	C, 1 October 1846.	C, D, E, 1 October 1846.	Total Flag Officers.	Active List.	G, H.	Superannuated Retired Captains.	C, D, E, 1 October 1846.	T, 1 August 1860.	F, G, 25 June 1851.	H, I, K, 10 August 1840.	U, 1 August 1860.	Total Captains.
1 January - 1816	210	–	–	–	32	–	–	242	851	–	36	–	–	–	–	–	887
1 January - 1821	190	–	–	–	29	–	–	219	828	–	27	–	–	–	–	–	855
1 January - 1831	195	–	–	–	31	–	–	226	814	–	17	–	–	–	–	–	831
1 January - 1841	187	–	–	–	Removed to the Active List 12 November 1840.	–	–	187	683	–	7	–	–	–	50	–	740
1 October - 1846	140	–	–	–	- -	–	–	140	730	–	2	–	–	–	50	–	782
1 January - 1847	157	–	–	–	- -	53	–	210	571	4	2	127	–	–	49	–	753
1 January - 1851	151	–	–	–	- -	44	35	230	494	4	Died out, 1850.	104	–	–	50	–	652
1 August - 1851	101	10	–	41	- -	41	59	252	465	4	- -	100	–	19	99	–	687
1 July - 1856	99	10	4	73	- -	28	101	315	396	4	- -	70	–	60	243	–	773
1 January - 1861	100	10	4	81	- -	25	89	309	346	4	- -	54	11	98	213	54	780
1 January - 1863	100	10	4	96	- -	25	90	325	350	4	- -	30	11	93	197	63	748

DATE, YEAR, AND MONTH.	COMMANDERS.									LIEUTENANTS.						Total Flag Officers, Captains, Commanders, and Lieutenants.
	Active List.	G, H.	L, 25 June 1851.	V, 1 August 1860.	M, N, 25 June 1851.	O, 8 March 1737 (1816).	P, 1 November 1830.	W, 1 October 1860.	Total Commanders.	Total Flag Officers, Captains and Commanders.	Active List.	G, H.	R, 25 June 1851.	Retired Lieutenants, 1 October 1860.	Total Lieutenants.	
1 January - 1816	813	–	–	–	–	80	–	–	893	2,022	4,058	–	–	–	4,058	6,080
1 January - 1821	775	–	–	–	–	99	–	–	874	1,948	3,797	–	–	–	3,797	5,745
1 January - 1831	913	–	–	–	–	100	180	–	1,193	2,250	3,347	–	–	–	3,347	5,597
1 January - 1841	753	–	–	–	–	99	201	–	1,053	1,980	2,754	–	–	–	2,754	4,734
1 October - 1846	849	–	–	–	–	100	203	–	1,152	2,074	2,539	–	–	–	2,539	4,613
1 January - 1847	885	–	–	–	–	97	198	–	1,180	2,143	2,444	–	–	–	2,444	4,587
1 January - 1851	829	4	–	–	–	99	216	–	1,148	2,030	2,162	8	–	–	2,170	4,200
1 August - 1851	556	4	206	–	20	100	220	–	1,106	2,045	1,210	8	886	–	2,104	4,149
1 July - 1856	549	4	37	–	60	100	243	–	993	2,081	1,136	8	658	–	1,802	3,883
1 January - 1861	433	4	17	15	109	95	256	150	1,079	2,168	887	7	452	33	1,379	3,547
1 January - 1863	443	3	7	34	101	97	279	174	1,138	2,211	806	6	326	33	1,171	3,382

Admiralty, 20 April 1863.

C. H. Pennell,
Chief Clerk.

Appendix, No. 3.

App. No. 3.

RETURN of the Number of CAPTAINS on the ACTIVE LIST in each Year from 1852 to 1862 inclusive; also the Numbers promoted to the Active, Reserved, and Retired Lists of Flag Officers, the total Number of Vacancies on the Active List of Captains and of the Number of Promotions to the Rank of Captains in each of those Years.

Date (1 January in each Year).	Number of Captains on the Active List.	Vacancies on the Active Flag List during the Year.	Numbers Promoted to the Active List of Flag Officers.	Numbers Promoted to the Reserved List of Flag Officers.	Numbers Promoted to the Retired List of Flag Officers.	Number of Commanders Promoted to be Captains.	Number of Vacancies on the Active List of Captains.
1852	456	9	9	10	21	19	34
1853	441	8	8	2	7	15	28
1854	428	13	13	14	14	34	58
1855	404	12	12	16	22	32	42
1856	394	9	9	6	8	31	36
1857	389	15	15	25	22	24	55
1858	358	10	10	8	5	22	23
1859	357	1	1	2	–	13	15
1860	355	4	4	1	–	13	21
1861	347	6	6	4	1	24	24
1862	347	9	9	20	23	37	34

28 April 1863.

J. H. Jesse,
for the Chief Clerk.

RETURN of the AGES of all FLAG OFFICERS on all the Lists of the ROYAL NAVY.

	Age on the 1st April 1863.
Admiral of the Fleet.	
Sir William Hall Gage, G.C.B., G.C.H.	85
Admirals on the Active List.	
Sir Francis William Austin, G.C.B.	88
Sir William Parker, Bart., G.C.B.	81
Sir Lucius Curtis, Bart., K.C.B.	76
Admiral John Ayscough	83
Sir Thomas John Cochrane, G.C.B.	78
Sir George Francis Seymour, G.C.B., G.C.H.	75
Right Hon. George Earl Cadogan, C.B	79
Sir William Bowles, K.C.B.	81
Sir Henry Hope, K.C.B.	75
Sir Phipps Hornby, G.C.B.	77
Sir Edward Harvey, K.C.B.	80
Sir Augustus Wm. James Clifford, Bart., C.B.	74
Sir George Rose Sartorius, Kt.	72
Admirals on the Active List—cont[d].	
Sir John Gordon Sinclair, Bart.	72
Right Hon. Maurice Fred. Fitzhardinge Lord Fitzhardinge, G.C.B.	74
Sir Fairfax Moresby, K.C.B.	75
Francis Erskine Loch	74
Sir Arthur Fanshawe, K.C.B.	69
Sir Houston Stewart, K.C.B.	71
Sir James Stirling, Kt.	72
Sir Provo Wm. Parry Wallis, K.C.B.	71
Vice Admirals on the Active List.	
Sir Henry William Bruce, K.C.B.	70
Sir James Hanway Plumridge, K.C.B.	75
Hon. Henry John Rous	67
Sir William James Hope Johnstone, K.C.B.	64
Sir William Fanshawe Martin, K.C.B.	61
Henry Dundas	63

App. No. 3.

	Age on the 1st April 1863.
Vice Admirals, &c.—continued.	
Hon. Sir Montagu Stopford, K.C.B.	64
Sir Henry Ducie Chads, K.C.B.	74
Sir George Robert Lambert, K.C.B.	67
Sir Henry John Leeke, K.C.B., K.H.	72
Sir Charles Howe Fremantle, K.C.B.	62
Sir Michael Seymour, G.C.B.	60
Sir Henry Byam Martin, K.C.B.	59
Henry Eden	65
Sir James Scott, K.C.B.	72
Hon. Sir Fred. William Grey, K.C.B.	57
Sir Robert Lambert Baynes, K.C.B.	67
Thomas Bennett	78
Henry Smith, C.B.	66
John Alexander Duntze	57
Frederick Thomas Michell, C.B.	75
Sir Thomas Hastings, K.C.B.	72
Charles Ramsay Drinkwater Bethune, C.B.	60
Sir Charles Talbot, K.C.B.	61
Thomas Wren Carter, C.B.	75
Sir Thomas Sabine Pasley, Bart.	58
Henry Francis Greville, C.B.	68
Rear Admirals on the Active List.	
Right Hon. Lord George Paulet, C.B.	59
Right Hon. Lord Edward Russell, C.B.	58
Henry Wolsey Bayfield	68
Hon. George Grey	53
Joseph Nias, C.B.	67
Henry John Codrington, C.B.	54
Sir John M'Dougall, K.C.B.	73
Michael Quin	73
Sir Thomas Maitland, K.C.B.	60
Robert Smart, K.H.	66
Sir George Rodney Mundy, K.C.B.	58
Honourable Sir Henry Keppel, K.C.B.	53
John Jervis Tucker	61
John Kingcome	70
Frederick Bullock	72
John Elphinstone Erskine	56
Sir James Hope, K.C.B.	55
Horatio Thomas Austin, C.B.	63
William Ramsay, C.B.	67
Sir Baldwin Wake Walker, Bart., K.C.B.	62
Sir Alexander Milne, K.C.B.	56
Right Honourable Lord Clarence Edward Paget, C.B.	51
Richard Laird Warren	53
George Elliot	49
Sydney Colpoys Dacres, C.B.	59
John Shepherd	70
Thomas Henderson	68
Sir Lewis Tobias Jones, K.C.B.	66
Robert Fanshawe Stopford	51
Robert Spencer Robinson	53
Thomas Matthew Charles Symonds, C.B.	51
Thomas Leeke Massie	59
Sir Edward Belcher, K.C.B.	64
James John Stopford	46
Woodford John Williams	54
Augustus Leopold Kuper, C.B.	53
Charles Eden, C.B.	54
Honourable Charles Gilbert John Brydone Elliot, C.B.	44
Honourable Joseph Denman	53
George St. Vincent King, C.B.	53
Edward Pellew Halsted	55
George Goldsmith, C.B.	56
Charles Frederick	65
Henry Kellett, C.B.	56
William Henry Anderson Morshead, C.B.	52

	Age on the 1st April 1863.
Rear Admirals, &c.—continued.	
Richard Collinson, C.B.	51
George Ramsay, C.B.	56
Hastings Reginald Yelverton, C.B.	54
John Adams	65
George Henry Seymour, C.B.	45
Frederick Hutton	63
Flag Officers on Reserved List in receipt of Service Pensions.	
Admiral Hon. Sir George Elliot, K.C.B.	79
Admiral Sir John Louis, Bart.	78
„ Sir Edward Tucker, G.C.B.	84
„ Sir Henry Prescott, K.C.B.	80
„ William Manley Hall Dixon	76
„ William Bowen Mends	82
„ Edward Collier, C.B.	79
Vice-Admiral William Walpole	73
„ William James Mingaye	74
„ George Frederick Rich	76
Flag Officers of Greenwich Hospital.	
Admiral Sir James Alexander Gordon, G.C.B.	80
Admiral Sir Watkin Owen Pell, Kt.	75
Vice-Admiral Peter Richards, C.B.	76
Rear Admiral Sir Stephen Lushington, K.C.B.	59
Admirals on Reserved List.	
William Henry Brown Tremlett	85
Edward Ratsey	87
Right Hon. Granville Leveson, Earl of Carysfoot.	81
William Croft	71
Edward Wallis Hoare	84
George Ferguson	76
Hayes O'Grady	75
Right Hon. George Anson, Lord Byron.	73
His Grace Algernon Duke of Northumberland, K.G.	70
John Carter	77
Henry Meynell	73
Right Hon. George James Earl of Egmont.	69
Sir George Augustus Westphal, Kt.	78
Vice-Admirals on Reserved List.	
Benedictus Marwood Kelly	73
Sir Charles Christopher Parker, Bt.	70
John Edward Walcott	73
James Ryder Burton, K.H.	67
Right Hon. Charles Philip, Earl of Hardwicke.	63
Right Hon. Charles Lord Colchester	64
William Keats	68
Thomas Martin	76
Henry Edwards	78
Richard Augustus Yates	70
Charles Grenville Randolph	69
Edward Richard Williams	69
Octavius Vernon Harcourt	69
Right Hon. Henry John Chetwynd, Earl of Shrewsbury and Talbot, C.B.	59
Sir John Burnet Dundas, Bart.	68
Follett Walrond Pennell	59
William Alexander Baillie Hamilton	59
Edward Purcell	71
Sir Charles Elliot, K.C.B.	61

App. No. 3.

	Age on the 1st April 1863.
Vice Admirals, &c.—continued.	
Henry Gosset	69
John Furneaux	69
Jodrell Leigh	72
Joseph O'Brien	67
James Wigston	71
Hon. Thomas Best	63
Hon. George John Cavendish	66
Sir Burton Macnamara, Knt.	68
Rear-Admirals on Reserved List.	
The Most Noble John Marquess Townshend.	65
Hon. Arthur Duncombe	56
Robert FitzRoy	57
Charles Henry Swinburne	67
Sir George Back, Knt.	66
William Hillyar	74
Right Hon. Lord John Frederick Gordon Hallyburton, G.C.H.	63
James Brasier	79
Robert Contart M'Crea	70
John Balfour Maxwell	63
John Rivett Carnac	66
William Hargood	61
Sir Thomas Raikes Trigge Thompson, Bart.	59
Sir William Dickson, Bart.	64
William Sydney Smith	63
George Augustus Elliott	63
Brunswick Popham	58
Thomas Ogle	66
George Evans	67
John Hackett	70
Russell Elliott	61
Edward Stanley	64
Hon. Edward Howard	53
Richard Crozier	59
Hon. Plantagenet Pierrepoint Cary	56
Robert Craigie	63
John Bunch Bonnemaison M'Hardy	61
Nicholas Cory	69
Francis Decimus Hastings	68
George Hathorn	59
Sackett Hope	63
Patrick John Blake	64
William Warren, C.B.	67
John Kenowe Fletcher	61
Talavera Vernon Anson	53
Joseph Gape	69
Mark John Currie	67
William Burdett Dobson	70
William Turner	60
Frederick Moore Boultbee	65
Joseph Sherer, K.H.	64
Edmund Yonge	67
Hon. Edward Thornton Wodehouse	60
William Langford Castle	63
James Beckford Lewis Hay	65
Hon. Edward Alfred John Harris	54
William Ward Perceval Johnson	72
John Washington	62
Hon. Keith Stewart, C.B.	49
William Griffin	64
Hon. Henry Anthony Murray	53
John Hallowes	71
Sir Robert Hagan, Knt.	69
Andrew Drew	70
James Vashon Baker	64
Edward Joseph Bird	62
William Smyth	63
George Dobson	67

	Age on the 1st April 1863.
Admirals on Retired List.	
John Thompson	87
George Henderson	77
Hon. Edmund Sexten Pery Knox	75
Robert Mitford	82
Joseph Needham Tayler, C.B.	77
Thomas Edward Symonds	81
Lewis Hole	84
Henry Thomas Davies	85
George Gustavus Lennock	88
Robert Gambier	71
Hercules Robinson	74
Bertie Cornelius Cator	75
Frederick Edward Vernon Harcourt	73
Right Hon. Kenelm Lord Somerville	75
Henry Jenkinson	73
Edward Saurin	73
Arden Adderley	79
George William Hughes D'Aeth	76
John Charles Gawen Roberts Gawen	75
Charles Warde, K.H.	76
William Ffarington	86
Arthur Philip Hamilton	76
Augustus Baldwin	86
Henry Colins Deacon	73
Edward Barnard	80
William Bateman Dashwood	72
Martin White	81
William Wobrige	78
George Brine	77
Hon. John Gordon	71
William Popham	71
Vice-Admirals on Retired List.	
Hugh Patton	71
Alexander Montgomerie	72
John William Montagu	73
George Cornish Gambier	67
Sir Charles Burrard, Bart.	70
Thomas Ladd Peake	78
Henry Theodosius Browne Collier	73
Henry Stanhope	75
John Townsend Coffin	73
Thomas Ball Clowes	75
William Henry Smyth	75
Richard Saumarez	71
James Montagu	72
Sir Alexander Dundas Young Arbuthnott, Kt.	74
William Hotham, K.H.	69
George Ourry Lempriere	76
John Gore	78
John Pakenham	72
Henry Litchfield	76
William Webb	67
Robert Patton	72
John FitzGerald Studdert	72
Charles Gordon	65
Theobald Jones	73
Abraham Crawford	75
Russel Henry Manners	63
James Thorne	69
William Morier	72
George Scott	80
John Wyatt Watling	75
Richard Pridham	84
John Lyons	75
Philip Westphal	82
Edward Sparshott, K.H.	75
George Woolcombe	68
John Wilson	74

App. No. 3.

	Age on the 1st April 1863.		Age on the 1st April 1863.
Rear-Admirals on Retired List.		*Rear Admirals, &c.*—continued.	
Henry Shovell Jones Marsham	69	William Hext	82
Charles Crowdy	77	William Haydon	84
Thomas Mansell	79	William Benjamin Suckling	70
William Hamley	76	William Gordon	70
John Drake	74	Thomas Sanders	77
James Burney	69	Edwin Ludlow Rich	70
William Slaughter, K.H.	75	Evan Nepean	78
Thomas Gill	80	George Vernon Jackson	76
William Allan Herringham	72	Charles Colville Frankland	65
Robert Gordon	66	William George Hyndman Whish	66
Richard Owen	66	Edward Reeves P. Mainwaring	75
Henry Ommanney Love	70	Thomas Fraser	67
John Frederick Appleby	67	Francis Deane Hutcheson	62
Charles Rich	71	Charles Basden	72
Robert Deans	70	Henry Edward Coffin	68
William Richardson	78	Francis Vere Cotton	63
George Charles Blake	74	Charles Smith	71
John Parker	71	Francis Harding	64
Alfred Luckraft	72	John Williams Allbridge	68
John Monday	74	William Allen	70
Thomas Bushby	70	John Baker Porter Hay	64
William Shepheard	68	Edward Iggulden Parrey	66
William Luckraft	79	Charles Keele	68
Samuel Perkins Pritchard	75	Edward Burnaby Tinling	62
Henry Stroud	68	William Kelly	68

Admiralty, 27 April 1863.

J H. Jessie,
For the Chief Clerk.

Appendix, No. 4.

App. No. 4.

PAPERS delivered in by the Rev. *William Harvey,* 28 April 1863.

AVERAGE AGE of the COMMANDERS promoted to the Active List of CAPTAINS in 1860, 1861 and 1862.

Year of Promotion.	Number Promoted.	Average Age.
1860	13	39
1861	24	39
1862	36	38

William Harvey.

RETIRED FLAG LIST as proposed in the Plan for RETIREMENT and PROMOTION of NAVAL OFFICERS submitted for the consideration of the Duke of *Somerset* by Sir *John Hay*.

ADMIRALS.	VICE ADMIRALS.	REAR ADMIRALS.
William H. B. Tremlett.	Robert Patton.	Brunswick Popham.
The Hon. Sir George Elliot, K.C.B.	Octavius V. Harcourt.	Thomas Ogle.
Sir James A. Gordon, G.C.B.	The Right Hon. Earl of Shrewsbury and Talbot, C.B.	George Evans.
John Ayscough.	Sir James Scott, K.C.B.	John Hackett.
Edward Ratsey.	John FitzGerald Studdert.	John Parker.
The Right Hon. Earl of Carysfort.	Charles Gordon.	Frederick Bullock.
The Right Hon. Earl Cadogan, C.B.	Sir John B. Dundas, Bart.	Russell Eliott.
Sir Edward Tucker, G.C.B.	Follett W. Pennell.	Alfred Luckraft.
William Croft.	William A. Baillie Hamilton.	William Ramsay, C.B.
Sir Henry Hope, K.C.B.	Theobald Jones.	Edward Stanley.
Sir Henry Prescott, K.C.B.	Edward Purcell.	John Monday.
Edward W. Hoare.	Sir Charles Elliot, K.C.B.	The Hon. Edward Howard.
John Thompson.	Thomas Bennett.	Richard Crozier.
Manley Hall Dixon.	Peter Richards, C.B.	The Hon. Plantagenet Pierrepoint Cary.
George Henderson.	Henry Gosset.	John B. B. M'Hardy.
The Hon. Edmund S. P. Knox.	Abraham Crawford.	Thomas Bushby.
Sir Augustus W. J. Clifford, Bart., C.B.	Russell Henry Manners.	Nicholas Cory.
Robert Mitford.	John Furneaux.	William Shepheard.
Joseph N. Taylor, C.B.	James Thorne.	William Luckraft.
Thomas E. Symonds.	Jodrell Leigh.	Thomas Henderson.
Sir Watkin Owen Pell, Knt.	Joseph O'Brien.	Francis D. Hastings.
Lewis Hole.	Sir Stephen Lushington, K.C.B.	George Hathorn.
Henry T. Davies.	William Morier.	Sackett Hope.
William B. Mends.	George Scott.	Patrick J. Blake.
Georges G. Lennock.	Frederick T. Mitchell, C.B.	William Warren, C.B.
George Ferguson.	John W. Watling.	Samuel P. Pritchard.
Sir John G. Sinclair, Bart.	Richard Pridham.	John V. Fletcher.
Robert Gambier.	John Lyons.	Talavera V. Anson.
Hercules Robinson.	Philip Westphal.	Henry Stroud.
Hayes O'Grady.	Edward Sparshott, K.H.	William Hext.
The Right Hon. Lord Fitzhardinge, G.C.B.	James Wigston.	William Haydon.
Bertia C. Cator.	George Woolcombe.	Joseph Gape.
Frederick C. Vernon Harcourt.	Sir Thomas Hastings, K.C.B.	William B. Suckling.
The Right Hon. Lord Byron.	The Hon. Thomas Best.	William Gordon.
The Right Hon. Lord Somerville.	John Wilson.	Thomas Sanders.
Henry Jenkinson.	The Hon. George J. Cavendish.	Edwin L. Rich.
Edward Saurin.	Thomas W. Carter, C.B.	Mark John Currie.
Arden Adderley.	Henry F. Greville, C.B.	Evan Nepean.
Francis E. Loch.	Sir Burton Macnamara, Kt.	George V. Jackson.
Edward Collier, C.B.	Henry S. Jones Marsham.	Charles C. Frankland.
George W. Hughes D'Aeth.	Charles Crowdy.	William B. Dobson.
John C. G. Roberts Gawen.	Thomas Mansel.	William G. H. Whish.
His Grace the Duke of Northumberland, K.G.	Henry W. Bayfield.	Edward R. P. Mainwaring.
Charles Warde, K.H.	William Hamley.	Thomas Fraser.
William Ffarington.	The Most Noble Marquis Townshend.	William Turner.
Henry Meynett.	The Hon. Arthur Duncombe.	Francis D. Hutcheson.
Arthur P. Hamilton.	Robert FitzRoy.	Frederick M. Boultbee.
Augustus Baldwin.	John Drake.	Charles Basden.
Henry C. Deacon	Charles H. Swinburne.	Henry E. Coffin.
Edward Barnard.	Joseph Nias, C.B.	Joseph Sherer, K.H.
William B. Dashwood.	Sir George Back, Kt.	Edmund Yonge.
Martin White.	James Burney.	Francis V. Cotton.
William Wolrige.	William Hillyar.	Charles Smith.
George Brine.	The Right Hon. Lord John Frederick Gordon Hallyburton, G.C.H.	Francis Harding.
The Right Hon. Earl of Egmont.	Sir John M'Dougall, K.C.B.	The Hon. Edward P. Wodehouse.
The Hon. John Gordon.	William Slaughter, K.H.	William L. Castle.
William Popham.	Thomas Gill.	James B. L. Hay.
Sir George A. Westphal, Knt.	William A. Herringham.	John Williams Aldridge.
Hugh Patton.	Robert Gordon.	The Hon. Edward A. J. Harris.
William Walpole.	James Brasier.	William W. P. Johnson.
Alexander Montgomerie.	Robert C. M'Crea.	William Allen.
John W. Montagu.	Michael Quin.	John B. P. Hay.
George C. Gambier.	Richard Owen.	John Washington.
Benedictus Marwood Kelly.	John Balfour Maxwell.	The Hon. Keith Stewart.
Sir Henry W. Bruce, K.C.B.	John Rivett Carnac.	William Griffin.
		The Hon. Henry A. Murray.
		John Hallowes.

Retired Flag List for Retirement and Promotion of Naval Officers—*continued.*

Admirals.	Vice-Admirals.	Rear-Admirals.
Sir Charles Burrard, Bart.	William Hargood.	Charles Frederick.
William J. Mingaye.	Sir Thomas R. T. Thompson, Bart.	Sir Robert Hagan, Knt.
Thomas L. Peake.	Sir William Dickson, Bart.	Andrew Drew.
Sir Charles C. Parker, Bart.	William Sydney Smith.	Edward J. Parrey.
John E. Walcott.	Henry O. Love.	James Vashon Baker.
Sir James H. Plumridge, K.C.B.	John F. Appleby.	Charles Keele.
Henry T. B. Collier.	George Augustus Eliott.	Edward J. Bird.
Henry Stanhope.	Charles Rich.	John Adams.
John T. Coffin.	Robert Deans.	William Smyth.
Thomas B. Clowes.	William Richardson.	Edward B. Tinling.
George F. Rich.	George C. Blake.	George Dobson.
William H. Smyth.		William Kelly.
James Ryder Burton, K.H.		
Richard Saumarez.		
James Montagu.		
Sir Alexander D. Arbuthnott, Knt.		
William Hotham, K.H.		
George O. Lempriere.		
The Right Hon. Earl of Hardwicke.		
Sir Henry D. Chads, K.C.B.		
John Gore.		
The Right Hon. Lord Colchester.		
William Keats.		
Thomas Martin.		
Henry Edwards.		
John Pakenham.		
Henry Litchfield.		
William Webb.		
Richard A. Yates.		
Charles G. Randolph.		
Edward R. Williams.		
96	76	79

William Harvey.

Appendix, No. 5.

App. No. 5. CORRESPONDENCE between Rear-Admiral *Trotter* and the Secretary of the Admiralty.

No. 1.

Rear-Admiral *Trotter* to the Secretary of the Admiralty.

Devonshire-place House, New Road, London, 26 August 1857.

Sir,

On the 5th instant I reported to the Lords Commissioners of the Admiralty that I had, in compliance with their Lordships' instructions, returned to England from the Cape of Good Hope, having been relieved by Rear-Admiral Sir Frederick Grey.

2. I now venture to bring under their Lordships' consideration the peculiar circumstances by which on my return home, after a period of nearly three years' service in command of a foreign station, I am placed on the Reserved List of Admirals, and thus practically precluded from that active service to which I have ever been and am still anxious to aspire, should it be the pleasure of their Lordships to require my services.

3. On the 21st June, 1854, I was appointed by your Lordships a commodore of the second class, to command the Cape of Good Hope station; which command I held till the 23d May 1857, when I was relieved as above-stated by Rear-Admiral Sir Frederick Grey.

4. Rear-Admiral Grey arrived in Simon's Bay on the night of the 22d May last, in Her Majesty's hired steam store ship "Charity," and informed me by letter that he had been appointed to the command of the station, and that he had directed Captain Lyster, who had been appointed to succeed me in the command of the "Castor," to hoist his flag on board of her on the following morning. In the same letter he directed me to place my name, and those of my suite, on the supernumerary list of the "Castor," to await a passage to England.

5. In

5. In a letter received a few days afterwards from their Lordships, dated the 23d March 1857, I was directed, on hauling down my broad pendant, to order myself a passage home, either in one of Her Majesty's ships returning to England, or in a packet, or to avail myself of any other means of returning to this country that I might prefer.

6. In compliance with these instructions, I remained on the "Castor's" books on the supernumerary list, until the 16th June 1857. On that day, having been ordered a passage by Rear-Admiral Grey in the before-mentioned hired store ship "Charity," I embarked for England, which I reached, as before stated, on the 5th instant, on which day my full pay as captain ceased.

7. My five years of active service necessary to qualify me for the Active List having expired during the voyage, on or about the 25th June, I would beg to call their Lordships' attention to the Queen's Regulations for the Government of Her Majesty's Naval Service, chapter 2, section 2, page 8, and respectfully request their Lordships to consider whether the clauses referred to do not embrace such a case as mine. It is there provided that any deficiency of service to complete the five years required to qualify for the Active List may be made up by rendering, as flag officer, sea service of sufficient length to complete the period above-mentioned, of which they were deficient as captains, and it will be observed that from the date of my relief from the command of the station I was still held under orders, first, as supernumerary on the books of the "Castor," and afterwards, when on my passage in a Government ship to England.

8. Under their Lordships' instructions I had no power to remain at the Cape of Good Hope, if I had been so disposed, or to proceed elsewhere than to England, when my period of service would naturally terminate, and during all this period I was on full pay. I submit, therefore, that prior to my arrival in England, namely, on the 25th of June, I completed the period of service necessary to establish a qualification for being placed on the Active List of Admirals.

9. But should their Lordships interpret the Queen's regulations otherwise I respectfully ask that they will make my case the subject of a special reference to the favourable consideration of Her Majesty, and that they will be pleased to recommend to Her Majesty in Council that my name should be moved from the Reserved to the Active List of Flag Officers.

10. I would respectfully observe that had their Lordships' arrangements at the time of my promotion permitted of my bringing the "Castor" to England, an Order in Council would not, as I conceive, have been necessary for my removal to the Active List, as my position as to sea-service would then have been apparent, and I should have unquestionably completed the period of service contemplated by the Queen's regulations, and I trust that the fact of their Lordships having seen fit to make a different arrangement will not be allowed to operate to my prejudice in excluding all hope of further active employment.

11. Their Lordships will doubtless perceive that the case is a peculiarly exceptive one—that of a commodore in actual command of a station being superseded and virtually placed in retirement in consequence of promotion to the rank of rear-admiral, and I may, perhaps, be allowed to remark in conclusion that the object of the regulation in question being to provide that efficient officers should be placed on the Active List, it could not contemplate the exclusion from it of an officer who, by having for nearly three years fulfilled the duties of a flag officer commanding in chief, has manifestly those qualifications for the Active List which were contemplated by the spirit of the Queen's Regulations.

I have, &c.

(signed) *H. D. Trotter*,
Rear-Admiral.

To the Secretary of the Admiralty,
Whitehall.

No. 2.

Secretary of the Admiralty to Rear-Admiral *Trotter*.

Admiralty,
Sir, 3 October 1857.

My Lords Commissioners of the Admiralty have had under their careful consideration your memorial of the 26th of August, claiming to be placed on the Active List of Flag Officers, and founding your claim on the fact of your having been actually employed in active service at the period when you attained by seniority the rank of rear-admiral, and that you had very nearly completed the period of five years' service, which, if completed, would have qualified you for the Active List.

It appears to my Lords, from the statement in your memorial, that you labour under some misconception as to the effect of the Order in Council affecting your case, when you assume that some time during which you were afloat, subsequent to the period of your becoming a rear-admiral, ought to be considered as part of your service as captain.

My Lords do not understand the Order in Council as allowing any such time.

By the Queen's Regulations, sanctioned by Order in Council, you became a rear-admiral by seniority in your turn for advancement on the death of Vice-Admiral Sir Joshua Rowley, and it was incumbent on my Lords to remove your name to the Reserved List of Officers of your rank, the necessary period of service to entitle you to be placed on the Active List of Flag Officers not having been then completed; continuing afterwards to be borne on the books of the "Castor," as commodore and captain, you discharged the duties of that rank until you were removed to a Supernumerary List on the 23d of May to wait a passage to England, not having even at that date completed five years' service in command of a rated ship as captain.

The interval of time which elapsed afterwards, prior to your arrival in England as a passenger, cannot under any regulations of the service be regarded as service in the rank of Rear-Admiral, nor can any officer on the Reserved List be employed at all, unless by special order in Council, in case of war or emergency, and it is clear to my Lords that neither at the date of your promotion, nor at the date of your discharge from the books of the "Castor," had the period of service required by Order in Council been completed.

App. No. 5.

You further ask that, in the event of my Lords being of opinion that you are not under existing regulations entitled to be placed on the Active List, they should deal with your case as an exceptional one, and should recommend to Her Majesty by special Order in Council to remove your name from the Reserved to the Active List of rear-admirals; my Lords regret that they see no sufficient reason for thus deviating from these regulations, which, although they may apparently, in some cases, press hardly upon individuals (and no rules can be framed which are not liable to this objection), have upon the whole been most beneficial to H. M.'s Naval Service. It is obvious that to make exception to such a rule would lead, if not to partiality, to the imputation of partiality, which it might be difficult to rebut, and would cause great discontent amongst those to whom such favour was not extended; indeed my Lords believe that it would render it impossible to maintain the rule.

In your case, your service nearly approached to five years, and this term only entitles a captain to his active flag, if war and peace service are combined. Now, though it is literally correct that you served during a period when this country was at war, my Lords cannot forget, in considering your claim to have a special exemption in your favour, that you were serving on a station where no hostilities of any kind occurred, or, indeed, were possible. You would have been entitled, if you had come within the letter of the Regulations, to have availed yourself of the advantage which that gave you; but if the question is to be dealt with as one of special consideration, my Lords must observe that your service is certainly not within the spirit of the Regulations, which shortens the period of service in consideration of a part of it being performed against an enemy.

My Lords entertain no doubt that if circumstances had called you into active service against an enemy you would have performed it in the most zealous and efficient manner; but, in point of fact, the service of the late war did not extend in any way to the station where you were employed.

Under these circumstances, my Lords command me to acquaint you that they do not feel themselves justified in recommending your case for special consideration and exception by Her Majesty.

I am, &c.
(signed) *R. Osborne.*

Rear-Admiral Trotter,
Devonshire-place House,
New Road.

No. 3.

Rear-Admiral *Trotter* to the Secretary of the Admiralty.

42, Onslow-square,
Sir, 13 May 1858.

I HAVE the honour to request that the Lords Commissioners of the Admiralty will be pleased to consider the circumstances under which I became a flag-officer on the Reserved List.

At the time of my promotion, on the 23d March 1857, I was captain of H.M.S. "Castor," and commodore in command of the Cape of Good Hope station.

Their Lordships' letter, informing me of my promotion, directed me to haul down my broad pendant, and give up charge of the ship to the first lieutenant, and make over all unexecuted orders to the next senior officer of the station, without giving me the discretionary power to retain my command, if the good of the service required it, which by Circular No. 17 is granted to commodores on hearing officially of their promotion.

Had the late Board of Admiralty allowed me to retain my command until the arrival of my successor in his flag-ship, according to the usual course, instead of immediately ordering me to give up my command the moment the vacancy occurred, which brought me on the list of admirals, I should have more than completed the necessary length of sea-service to qualify me for the Active List of Flag Officers. I was superseded on the 23d of May, by the arrival of my successor in a hired steam store-ship; but his flag-ship, though fitted, manned, and sent from England with all despatch, did not arrive on the station till September, whereas my qualification would have been completed on the 2d of July.

My command at the Cape lasted nearly three years, during part of which time the Russian war was going on, and though hostilities did not actually occur on the station, there was for a considerable time reason to believe that a Russian squadron from the Eastern seas might make its appearance on the station, which caused the general at my request to send a detachment of troops to Simons Bay to man the batteries until the arrival of my proper flag-ship from England.

Measures had previously been taken for the protection of the dockyard, a step which was approved of by their Lordships; and the Governor, Sir George Cathcart, had received orders from home to adopt adequate measures for the protection of Table Bay and other ports of the Colony.

My duties were those of an admiral in command of a foreign station; affording me, therefore, the best opportunity of acquiring those qualifications which it is the special object of the Queen's Regulations to secure, and of proving my fitness for active service as a flag officer.

I beg to enclose a letter from Governor Sir George Grey, showing the estimation in which my services were held by his Excellency during a long period of apprehended Kaffir war.

I had the advantage on former occasions, during my service afloat, of being placed in more than ordinary responsible situations as commander of the "Curlew," in 1833–4. Admiral Warren placed me in charge of the squadron on the West Coast of Africa; the admiral, during a year and upwards, remaining stationary at the Cape of Good Hope. For particular service rendered at this period, involving great difficulty and responsibility, their Lordships were pleased to grant me special promotion to the rank of captain. On a later occasion, in 1841-2, I was captain of Her Majesty's steamer "Albert," and commanded the Niger Expedition, a service of difficulty, as acknowledged by the Earl of Derby, then Secretary of State, who directed Mr. Under Secretary Hope to write to me as follows:—"His Lordship desires me to take this opportunity of conveying to yourself, and to the other members of the late expedition, an expression of the sense entertained by His Lordship of the zeal and ability manifested by yourself, and those under your command, in the attempt to execute the objects

objects of the expedition, under very difficult circumstances, and at great personal risk to all who were engaged in it."

I have the more hope that their Lordships may reconsider my most peculiar case, when I observe the very different measure of consideration recently experienced at your Lordships' hands by the late captain superintendent of the Royal William Victualling Yard, who was allowed to retain his appointment for upwards of two months after his promotion to the rank of rear-admiral on the Reserved List.

I am aware that no rule can be framed not liable to the objection of appearing, in some cases, to press hard upon individuals; but I beg to submit to their Lordships whether my own case is not deserving their indulgence, more especially as, from its very peculiar and exceptional circumstances, it is impossible to suppose it should form a precedent out of which inconvenience could hereafter arise.

Under all these circumstances, I trust their Lordships will be pleased to sanction my memorialising Her Majesty in Council for the removal of my name to the Active List of Rear-Admirals.

I have, &c.
(signed) *H. D. Trotter.*
Rear-Admiral.

Enclosure 1, in No. 3.

Cape Town,
Sir, 12 June 1857.

I HAVE the honour to transmit for your information the copy of a despatch which I have addressed to the Right Honourable the Secretary of State for the Colonies, expressing my sense of the zeal and promptitude with which you have always co-operated with the authorities in this country; and I beg, at the same time, to be permitted to express to you my own thanks for the cordial and energetic assistance which you have so repeatedly afforded me, in the conduct of that branch of the public service which was under your directions.

I have, &c.
(signed) *G. Grey.*

Rear-Admiral Trotter,
&c. &c. &c.

Enclosure 2, in No. 3.

Cape Town, Government House,
Sir, 12 June 1857.

COMMODORE TROTTER, who has been Naval Commander in Chief on this station, during the time I have administered the Government of the Cape Colony, has recently received his promotion to the rank of rear-admiral, and is now about to return to England.

2. As you are aware, the last two years and a half have been a period of great anxiety in South Africa, a Kaffir war appearing, on many occasions, to be so imminent that nothing but decided measures, most promptly taken, could possibly avert it.

3. Under such circumstances the cordial and active support of the commodore was of the utmost importance to myself and to all the authorities in this Colony, and I feel it due to Rear-Admiral Trotter to state that he not only, at all times, cordially co-operated in all measures taken for the security of the country, but that his co-operation was always of that prompt and energetic character upon which the success of our proceedings necessarily depended. I should therefore feel much obliged to you, if you would bring under the notice of the Lords of the Admiralty the services which Rear Admiral Trotter has recently rendered to the Colony.

I have, &c.
(signed) *G. Grey.*

The Right Hon. F. Labouchere, M.P.,
&c. &c. &c.

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No. 4.

Secretary of the Admiralty to Rear-Admiral *Trotter.*

Sir, 14 May 1858.

IN reply to your letter of the 13th instant, requesting that you may be allowed to memorialise Her Majesty in Council, for the removal of your name to the Active List of Rear Admirals, I am commanded by my Lords Commissioners of the Admiralty to acquaint you that their Lordships see no reason for departing from the decision communicated to you in their letter of the 3d of October last.

I am, &c.
(signed) *W. S. Romaine.*

Rear-Admiral *H. D. Trotter,*
42, Onslow-square.

No. 5.

Rear-Admiral *Trotter* to the Secretary of the Admiralty.

Sir, Folkestone, 27 July 1858.

THE Lords Commissioners of the Admiralty, not having given their sanction to my memorialising Her Majesty in Council for the removal of my name to the Active List of Flag Officers, as I infer from your letter of the 14th May last, I request you to lay before their Lordships the following observations.

2. On the 23d of March 1857, being at the time captain of the "Castor," and commodore in command of the Cape of Good Hope Station, I became, by seniority, a rear-admiral, and was placed on the Reserved List, owing to my not having completed the full period of service as captain, of a rated ship, required by the Queen's Regulations.

3. I had been appointed, three years previously, at the commencement of the Russian war, to the command of the Cape Station; the First Lord of the Admiralty, when offering me the appointment, stating that he was glad to have it in his power to select for it an officer of high standing, in whom he was pleased to say he had perfect confidence.

4. I was thus, in the year 1854, deemed qualified for the command of a foreign station; and, subsequently, during nearly three years, held that command, performing the duties of an admiral, besides those of the captain of a rated ship.

5. The object of the rule, above alluded to

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(para. 2), is to require from a captain, experience such as to fit him for the duties of an admiral; whereas I, in the performance of an admiral's duties for three years, had a far better opportunity of acquiring such experience than the simple command of a single-rated ship could have given, and I therefore venture to submit that the spirit of the rule does not extend to such a case as mine.

6. Without questioning the power of the Admiralty to relieve an officer at any time from his command, I can scarcely conceive that their Lordships would have superseded me so immediately as they did, had they not deemed it necessary to relieve an officer as soon as he was placed on the Reserved List; yet, that this is not always done, is shown by the captain-superintendant of the Royal William Victualling Yard, having for two months, after his promotion to the Reserved List of Flag Officers, retained his appointment; an appointment for which a reserved admiral is not eligible.

7. It is true that after the 23d March, when I was placed on the Reserved List of Rear-Admirals, the Board could not have brought me into active service with my flag flying, without the sanction of an Order in Council; but being in actual service at the time of my promotion, no Order in Council was, I conceive, requisite to enable them to continue me as captain of the "Castor" and commodore in command of the Cape Station; and I did actually hold that position, with its accompanying responsibilities, until the 23d May following, when I was superseded by Rear-Admiral the Honourable Sir Frederick Grey.

8. The late Board, on the day of my promotion, issued an order to me to strike my broad pendant, and sent out Admiral Grey in a hired steam store-ship to supersede me.

9. If, instead of this, their Lordships had been pleased simply to inform me of my promotion, and had left me to follow the usual routine of the service, and had ordered the rear-admiral in the ordinary course to proceed to the station in his own flag-ship, the exigencies of the service at that time would have obliged me to retain my command, in accordance with Circular No. 17, and I should have completed my qualification, as my five years of service would have expired on the 2d of July, whilst the flag-ship did not arrive till September.

10. If the time actually served by a captain after his removal to the Reserved List on promotion be considered valid, I venture to consider my case one of great individual hardship, for my immediate supersession deprived me of the opportunity, which the ordinary course of the service would have allowed me, of fulfilling the very short time wanted to complete my term of service for an active flag, namely 40 days.

11. If, on the other hand, a captain's qualifying time be deemed to cease from the moment of his promotion to the Reserved List, an officer might complete more than the requisite period in active service and on full pay, with all the responsibilities and liabilities of his command, and have been performing up to the last moment the duties of a flag officer, and afterwards learn that he had been for some time disqualified for such duties by having been placed on the Reserved List.

12. My case is such a peculiar one, and of such improbable recurrence, that, should their Lordships, on reconsideration of it, be pleased to take the necessary steps for my removal to the Active List, it is not likely to be drawn into a precedent.

13. Should their Lordships, however, still be of opinion that such a course might lead to the imputation of partiality, I venture to hope that they will not think it inconsistent with the interests of the service generally, nor inexpedient in reference to my individual case, to submit to Her Majesty in Council that such modification should be made in the existing regulations as may be necessary to meet the case of any other officer who might be similarly situated, and that the Order in Council authorising the alteration be made to apply so far retrospectively to my case, as to authorise the Board of Admiralty to take steps for my removal to the Active List of Flag Officers.

14. I trust I may, therefore, not be considered importunate in referring to my former statement contained in my letter of the 13th May 1858, and asking for a reconsideration of my case, in connexion with the additional observations with which I have now ventured to trouble their Lordships.

I have, &c.
(signed) *H. D. Trotter,*
Rear-Admiral.

To the Secretary of the
Admiralty.

No. 6.

Secretary of the Admiralty to Rear-Admiral *Trotter.*

Sir, 11 September 1858.

HAVING laid before my Lords Commissioners of the Admiralty your letter of the 27th ultimo, praying a reconsideration of your request to be transferred to the Active List of Flag Officers, I am commanded to acquaint you that my Lords regret there does not appear to them sufficient reason for departing from the decision of the late Board in your case.

I am, &c.
(signed) *W. S. Romaine.*

Rear-Admiral *Trotter,*
Woodford, Essex.

Admiralty,
28 May 1863.

N. Houghton,
Pro Chief Clerk.

Appendix, No. 6.

WARRANT OFFICERS.

App. No. 6.

Upon no class of officers does the efficiency and good order of Her Majesty's ships more depend than upon the warrant officers. Whatever duty or service is to be carried out, they are the executives through whom it is done; and to their skill and judgment, the reliance of the captains and commanders, or first lieutenants, more rests for the successful issue of any undertaking than upon any other officers. This admitted, it follows, where such confidence and responsibilities are imposed, that a superior order of professional acquirements and ability are essential to meet these ever recurring requirements of the naval service.

That such have been the prominent characteristics of the Warrant Officers of former years is sufficiently certified, as well in the records of the service as by the testimony of our most distinguished admirals and captains.

That there has been no falling off in any of these essentials in the warrant officers of the present day will be abundantly proved by the unanimous voice of the naval service; and wherever deeds of daring, momentous enterprises, or extrications from difficulties have in recent times been undertaken or accomplished, the names of these officers have held prominent place in the recorded facts.

They are mutually regarded by both superior officers and men as the one depending link upon which the effective state and discipline of the ship hangs; to them the younger officers and crew are indebted for their early training in professional knowledge; and from the oldest man to the youngest boy of the latter they are relied on for precept and example; and to their good offices in mediation and counsel more is effected in checking evil and punishment, and prompting to good, than to all other causes.

Too much cannot be done for the encouragement of these effective workers and exemplars; and since they are selected and promoted from the most intelligent and active seamen of the fleet, whose good conduct and service have further recommended them for advancement, the advantages of promotion should be so unquestionable as to render it an object of unceasing ambition to them, which can only be secured by adjusting the pay and allowances of those officers upon just and equitable terms; rendering their status as officers more distinct and respected, by assigning them a definite and positive rank; increasing the rates of pensions to their widows in accordance with progress in class and rank; keeping faith with them in the bestowal of promotion to the Active List of Lieutenants for such exceptional cases of extraordinary merit and gallant conduct as ability and former exemplary conduct and service may warrant, in justice to the deserts of the recipients, and to the fostering a spirit of emulation among them and the seamen; and, lastly, that both rank and amount of superannuation upon retirement should be governed by a more liberal spirit, combined with a just appreciation of conduct and service.

Rank might be assigned as follows:—

First class, with sub-lieutenants of three years' standing, and according to their respective seniority from that period.

Second class, with sub-lieutenants under three years' standing, and according to their respective seniority.

Third class, with, but after, second masters.

Their names should be inserted in the official Navy List.

The distinction between harbour and sea pay should be abolished by adopting the present rate of sea pay for each of the three classes, to all officers serving afloat.

To be paid an allowance as "Naval Storekeepers," for charge of stores, increasing with the officer's class and rate of ship.

Check-pay, as established for other officers of their rank; as also, compensation for loss of clothing, &c., when shipwrecked.

In ships where a gunnery lieutenant is allowed, but none borne; and where the gunner is charged with the duties of "gunnery instructor," he should be paid a shilling a day extra. And in all other ships where no gunnery lieutenant is allowed, and the gunner is the chief gunnery instructor, or in all ships where he may be an assistant to the gunnery lieutenant, at half that rate.

Boatswains should, in like manner, receive extra pay for instructing the midshipmen and boys, whenever they may be placed under his tuition.

An allowance should be granted to carpenters for every shipwright apprentice placed under them.

That gunners and boatswains be eligible for promotion to the Active List of Lieutenants, for conspicuous merit and conduct as before stated, provided they be under the age of 35, and shall have served at least four years as Warrant officers, and may have previously obtained first-class certificates as seamen gunners; and in all cases subject to passing an examination at the Royal Naval College, in navigation.

Upon all such exceptional occasions of promotions to commissioned rank, a grant of not less than 120 *l.* be made for outfit, &c.

That a like rule be observed on the promotion of a seaman to Warrant Officer, by increasing the grant from 25 *l.* to a sum not less than 40 *l.*

That on promotion from "before the mast," to gunner or boatswain, they should be in the first place appointed as *second* of their degree, in large ships having complements of 500 men and upwards for at least one year, before they be considered qualified to enter upon the duties of a Warrant Officer of the third class on board sloops and other small vessels. The adoption of some such system as this,

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this, would be most beneficial to young seamen on being promoted from the lower deck messes, in their acquiring confidence and assuming habits as officers before entering upon the peculiar duties attached to their office in charge; as likewise better fitting them for such other duties as are commonly, and of necessity, imposed on them in small vessels; where, from the limited number of superior officers they are more frequently called upon to keep watch, and perform other duties of a lieutenant.

A more intelligible rule for advancement from class to class, by establishing a minimum period of service in each class, before they be considered eligible for further promotion, and attaching more importance to exemplary conduct, ability, and meritorious services, rather than mere seniority, as paramount claim for it, would greatly encourage high deservers, and stimulate others who more confide on seniority alone as the peculiar channel of promotion.

Warrant Officers are under singular disadvantages in not having, as all other grades of officers have, a mess place in common. From the increased size of our ships, there can be no reasonable objection to longer withholding from them the comforts and privileges of such social intercourse and mutual improvement, as their messing together would afford.

The system of placing Warrant Officers who may have received wounds or injuries on service, on a "Harbour Duty List" upon reduced pay and time, and the consequent stoppage of further advancement, operates most grievously and unjustly; and there can be no reason why they, in common with other officers in Her Majesty's service, should not be granted pensions commensurate with the injury or hurt, and in accordance with their relative rank and service.

If the nature of their wounds or hurts be such as to disqualify them for their more active duties at sea, leaving them capable of those of harbour service, or those of Coast Guard Officers, they, in fairness, should be reserved for such duties, without prejudice to further promotion.

The benefits of Greenwich Hospital should be alike open to them, as to all other classes of officers and seamen; either in admitting them as appointed and resident officers, or by extending to them the advantage of out-patients.

Retirement from service without medical survey, should be optional at the age of 55, provided so much as 20 years' service as Warrant Officers can be made up; whereof all previous service as first-class petty officer, or chief petty officer should be allowed as half time; and on retirement, provided their conduct has been uniformly satisfactory, and that they have not been convicted before a court martial of any breach of discipline or neglect of duty, they should be placed on a list of "Retired Warrant Officers of the Fleet," with the rank of lieutenant, and with not less than 6 *s.* a day, subject to an increase as high as 9 *s.*, at the rate of 3 *d.* a day for every year's service above 20 years.

To such officers retiring after 20 years' service, who may not come within the rule of "uniform satisfactory conduct, &c." to be retired upon the pay of 5 *s.* a day without increase of rank; and the rate of increase of retiring allowance above 20 years, in no case to exceed 7 *s.*, and to be confined to 2 *d.* a day for every such year's service above 20 years.

If invalided as unfit for service before they shall have completed 20 years' service, to be granted a pension of not less than 2 *s.* 6 *d.* a day for any period of Warrant Officer's service within four years; after which, to be increased at the rate of 2 *d.* a day for every year's service; or in such cases as would come within the rule of "uniform satisfactory conduct, &c." at the rate of 3 *d.* a day for every year's service above four; and to be retired with the rank of the class next above that held at the time of their being invalided, provided they shall have qualified themselves for it by completing the prescribed period of service; but if invalided in consequence of wounds or hurts received *on* service, such qualification may be dispensed with.

Such pensions as may have been previously granted for loss of limbs, &c., or for wounds received in action, or *on* service, not to be affected by any retiring allowance.

The scale of widows' pensions should be established as follows:—

	£.
To the widow of a Warrant Officer in the third class - - -	25 a year.
To the widow of a Warrant Officer in the second class - - -	30 „
To the widow of a Warrant Officer in the first class - - -	35 „
To the widow of a Warrant Officer of the Fleet - - - -	40 „

And the limit of age at the time of marriage should be extended from 50 to 55 years.

Granting special pensions in lieu of ordinary pensions, under the like regulations as have been heretofore in use.

In the year 1830, the pension of 30 *l.* a year to the widows of Warrant Officers was wholly withdrawn. It was partially restored in the year 1861, by 25 *l.* a year being granted; but the widows of those officers who died in the interim are still deprived of any pension, their fair claim for retrospective consideration being disallowed.

(signed) *Rd. Moorman,*
Captain R.N.

Appendix, No. 7.

App. No. 7.

RETURN of the Number of CAPTAINS, COMMANDERS, and LIEUTENANTS on the ACTIVE LISTS in each Year from 1853 to 1862, inclusive; also of the Number of Officers removed from those Lists by Promotion, Death, Removal to the Reserved or Retired Lists, or Discharge; and of the Numbers promoted to the Active Lists of their several Ranks, in each of those Years.

CAPTAINS.

YEAR.	Number on List on 1st January.	Promoted by 31st December.	Died.	Removed to Reserved or Retired Lists.	Removed from Service.	TOTAL of Discharges to 31st Dec.	Additions by Promotions.
1853 -	441	8	8	12	—	28	15
1854 -	428	13	14	31	—	58	34
1855 -	404	12	7	23	—	42	32
1856 -	394	9	3	24	—	36	31
1857 -	389	15	2	38	—	55	24
1858 -	358	9	2	12	—	23	22
1859 -	357	1	8	6	—	15	13
1860 -	355	4	7	10	—	21	13
1861 -	347	6	6	12	—	24	24
1862 -	347	9	3	23	—	35	37

COMMANDERS.

1853 -	540	15	10	16	–	41	28
1854 -	527	34	13	10	–	57	81
1855 -	551	32	12	5	1	50	67
1856 -	568	31	12	60	–	103	70
1857 -	535	24	8	20	–	52	32
1858 -	515	22	11	32	–	65	62
1859 -	512	13	10	15	–	38	23
1860 -	497	13	12	79	–	104	39
1861 -	432	24	7	9	1	41	57
1862 -	448	37	7	20	–	64	60

LIEUTENANTS.*

1853 -	1,216	28	35	15	5	83	62
1854 -	1,195	81	42	46	18	187	186
1855 -	1,194	67	36	33	14	150	163
1856 -	1,207	70	23	36	9	138	83
1857 -	1,152	32	26	28	7	93	66
1858 -	1,125	62	27	26	10	125	63
1859 -	1,063	23	22	21	12	78	126
1860 -	1,111	39	20	195	15	269	64
1861 -	906	57	15	21	16	109	82
1862 -	879	60	13	28	6	102	59

* This includes Acting Lieutenants promoted by the Admiralty or in death vacancies.

Admiralty, 5 June 1863. *C. H. Pennell*, Chief Clerk.

Appendix, No. 8.

Copy of Memorial of the Lieutenants of the Channel Fleet.

App. No. 8.

To his Grace the Duke of *Somerset*, K.G., &c. &c., and the Lords Commissioners of the Admiralty.

The humble Petition of the undersigned Lieutenants of Her Majesty's Royal Navy, serving in the Channel Fleet,

Most respectfully showeth,

That a deep feeling has taken possession of the Lieutenants of Her Majesty's Navy that their position has not been improved relatively to that of other classes of officers in either service, Navy or Army.

And your Petitioners also respectfully submit to your Grace's and their Lordships' most favourable consideration, the following points in which they consider themselves to be suffering great disadvantages, feeling every confidence that in clearly expressing them they will be ameliorated.

Full pay. Firstly. That as the justice of the principle of increased pay for length of service is generally acknowledged (by being adopted in every branch of the service but their own), it may be extended to the Lieutenants.

Half pay. Secondly. That the present rate of half-pay of Lieutenants is very inadequate, and should increase according to actual sea service (from the date of passing for Lieutenant) to considerably beyond the present scale.

Retirement. Thirdly. That all Lieutenants be allowed to retire on a competent allowance after a stated age, and period of service afloat; and that rank and retirement be extended to those who may become incapacitated for further service.

Lieutenants in command. Fourthly. That an increased allowance of pay be made to meet extra expenses of Lieutenants in command.

Senior and gunnery Lieutenants. Fifthly. That the duties of Senior Lieutenants (especially where no Commander is borne), and of Gunnery Lieutenants, be considered with regard to additional pay, similar to the allowance made to Adjutants and Instructors in the Army.

Leave. Sixthly. That the regulations for leave while serving on the home station be assimilated to those of the Army, and that a stated period of leave be granted on return from foreign stations before being placed on half-pay, or re-appointed; unless the exigencies of the service render it impracticable.

Promotion. Seventhly. That promotion be rendered more certain by qualifications and specified services.

Servants. Lastly. That the privileges of a personal servant similar to officers of the Army be granted, that they may not be, as now, dependent upon inexperienced second-class boys.

In conclusion, your Petitioners are desirous of assuring their Lordships of their earnest devotion to their profession, and of their wish to meet the exigencies of the time by doing their utmost toward the organization of the Fleet, notwithstanding the absence of a sufficient number of subordinates to assist in the detail of their duties.

And, as in duty bound, your Petitioners will ever pray.

Signed by the 60 Lieutenants of the ships comprising the Channel Fleet, viz.:—

H. M. Ships, Royal Albert,	Mersey,
Hero,	Mars,
Trafalgar,	Emerald,
Donegal,	Melpomene,
Algiers,	Flying Fish,
Diadem,	Fawn,
Aboukir,	

and forwarded to the Admiralty officially.

20 December 1859.

H.M.S. "Royal Albert."

George Stratton.
J. S. Twysden.
William G. Annesley.
Algernon Heneage.
E. H. Murray.
F. G. Suttie.
Gilbert T. Key.
Charles Pringle.
Edmund R. Fremantle.

Approved,
H. J. Lacon, Captain.

H.M.S. "Hero."

Walter Strickland.
Henry Davies.
Richard M. Blomfield.
Henry Vaughan.
John T. Swann.

Approved as regards the tone of the petition,

G. Henry Seymour, Captain.

H.M.S. "Donegal."

George A. Brine.
Richard H. Roe.
Alexander Buller.
Charles R Scott.
Russell S. Pasley.

Approved,
H. Broadhead, Captain.

H.M.S. "Trafalgar."

Lushington Robinson.
W. H. Cuming.
William R. Kennedy.
Henry Nicholson.

Approved,
E. G. Fanshawe, Captain.

H.M.S. "Algiers."

Lumley W. Peyton.
Charles F. Palmer.
Richard Hare.
Edward Poulden.
Lambton Loraine.

Approved,
G. O'Callaghan, Captain.

H.M.S "Diadem."

Lewis Barstow.
Grenville M. Temple.
A. J. Kennedy.
Henry Fairfax.
Arthur M. Byam.

Approved,
J. H. Cockburn, Captain.

H.M.S. "Mersey."

G. H. Parkin, Senior Lieutenant.
Charles E. K. Brett.
H. Mansell Carré.
Charles G. Jones.
Alexander W. Ingles.

Approved,
H. Caldwell, Captain.

H.M.S. "Emerald."

R. Carter.
Arthur R. Wright.
C. H. Williams.
R. Purefoy Fitzgerald.
Edmund H. Verney.

Approved. With exception to the last clause and first portion of the sixth; upon the others I sincerely hope that the wishes of the memorialists may be realized.

Arthur Cumming, Captain.

H.M.S. "Flying Fish."

Charles F. Walker.
Walter Kerr.

Approved,
Charles W. Hope, Commander.

H.M.S. "Aboukir."

Edward F. Holme.
W. N. Cornewall.
W. J. Walker.
William Walsh.
C. R. Buckle.

Approved,
C. F. Schomberg, Captain.

H.M.S. "Mars."

W. Hugh Phipps, Senior Lieutenant.
John A. F. Luttrell.
Francis Stirling.
E. St. John Daniel.

Approved,
J. N. Strange, Captain.

H.M.S. "Melpomene."

Stapleton Greville.
Horace Johnson.
Henry Hovenden.
Edward J. Jermain.

Approved,
C. J. F. Ewart, Captain.

H.M.S. "Fawn."

Coldstream C. Robinson.
A. D. S. Denison.

Approved,
R. P. Cator, Commander.

(signed) *William Harvey.*

App. No. 8.

The MEMORIAL of the Undersigned Lieutenants of Her Majesty's Navy to the Right Honourable his Grace the Duke of *Somerset*, &c. &c., First Lord of the Admiralty (presented December 1859),

Most respectfully showeth,

THAT your memorialists wish earnestly to solicit your Grace's attention to the following statements respecting their present position.

1st. That whilst the regulations for the full and half-pay of the masters and civilian officers of the Navy, have from time to time undergone sundry changes to their advantage, the scale of pay for the class to which your memorialists belong, remains the same as it was many years since, and that hence it now bears an invidious comparison to the pay awarded to those officers.

2d. That as many of your memorialists' class are without any private means, the present scale of pay is inadequate to support themselves and their families in a manner consonant with their rank and position in society and in the service, and more especially when it is remembered that numbers of your memorialists' rank, from the want of opportunity, together with the regulated limits of the lists, composing the higher grades, have but little chance, in the ordinary course of events, of rising in their profession.

3d. That many of your memorialists, after being qualified for lieutenants and becoming mates, have frequently had to perform the duties of lieutenants in taking charge of a watch at sea, &c., sometimes for an extended period, without any compensation whatever beyond their pay as mates, whilst the time served as mates, according to the present system, is altogether ignored, on their being promoted to the rank of lieutenants.

4th. That whilst length of service with the masters and civilian officers of the Navy is requited by an increase of pay, your memorialists partake of no such privilege, neither have they any limited period of service for retirement; and thus a lieutenant of one month's standing receives the same full pay as another of 10, 15, or any number of years, unless the latter happens to be first lieutenant of a rated ship, or is in command of a vessel, under which circumstances there is only a difference of 1 *s.* per day, which is far less than is incurred in the position of command.

5th. That the senior lieutenants on the lists, receiving increased half-pay, constitutes no reward for long service, as according to existing regulations, provided a lieutenant serves three years afloat, he may (if not called upon to serve) continue the rest of his life on shore, and in his turn come on the list of increased pay, perhaps immediately preceding an officer of much greater length of service.

Your memorialists having thus briefly submitted to the notice of your Grace the above heads, most humbly trust that the consideration of them will induce your Grace to grant an increase of their full and half-pay; that the same may be regulated by the length of service afloat, that both retrospectively and prospectively, they may be allowed to count the time towards an increase of pay, from the date of being qualified for lieutenants; that thus those who have not had the good fortune to be promoted early, would at least reap the benefit of their time for an increase of pay.

A considerable number of your memorialists' rank being necessarily employed in the Coast Guard Service, on shore, your memorialists respectfully solicit that time so served may be permitted to reckon in a certain proportion as sea-time, so that three years in that service may be considered as two years afloat, and that the same have a retrospective effect.

Your memorialists also humbly desire to refer to the very limited promotion awarded by the present regulation to the lieutenants in the Coast Guard, and they pray that some amelioration may be granted in that respect; that the number of promotions may not be confined to two promotions annually, but regulated so as to leave it open for deserving officers to obtain their promotion as their cases may be brought forward, from time to time, by the Commander in Chief of that branch of the service.

A certain number of lieutenants having to fulfil the duties of transport and mail agents, your memorialists humbly beg that those who have performed these functions, prior to the 25th June 1857, may be allowed to count their time in these services as sea-time; that thus, as in the boon asked for the Coast Guard Service, all who have so served may alike obtain the benefit of their time.

Your memorialists further beg that an allowance of extra pay be granted to those who do the duty of senior lieutenants of ships and to gunnery officers, on the same scale as the rifle instructors of the Army, and that an allowance of table money be awarded to those in command of vessels or tenders, with pilotage to those without any one to assist in the navigation.

With reference to the subject of retirement, your memorialists humbly pray your Grace that on a lieutenant completing 15 years' service afloat, from the date of passing for that rank, he may be permitted to retire on two-thirds of the full pay he was then receiving, with the rank of commander; on completing 20 years, on five-sixths, with the rank of captain;

captain; and that after 25 years' service he may be allowed to retire on his full pay, with the above rank, and also that his widow may be entitled to the pension of the rank he obtains on retirement.

Such a measure your memorialists firmly believe would be of great benefit to the service, by effecting a salutary clearance of the active lists of lieutenants, and at the same time not only dispel the great discontent at present existing, but afford a just and fair compensation to those officers who had served, and were not yet able to obtain their promotion.

And your memorialists would humbly ask that a title more distinctive of their position in the service be assigned them, more nearly assimilating their corresponding rank in the Army, and that the present title of lieutenant be substituted for that of mate.

Your memorialists, in conclusion, very humbly beg to express their utmost confidence that your Grace is actuated by a sincere desire to act impartially, and to promote the good of the service to which they have the honour to belong, and under a sense of this feeling, your memorialists the more gladly, and with unfeigned respect, submit the subject to which this memorial refers, for the consideration of your Grace. And, as in duty bound, your memorialists will ever pray.

Adams, C. Allen.
Agassiz, J. D.
Aldham, Geo.
Alexander, Henry Mc.
Armstrong, Richd. R.
Atkinson, Horatio Nelson.
Austin, William.
Babbington, S. H.
Baker, J. R.
Bainbridge, Henry.
Bailey, William.
Barkley, Ed.
Barnard, Edmund.
Barnes, G. E.
Barnett, John B.
Barrow, Thomas Pawnott Pellew.
Barrow, Thos. J. R.
Bateman, R. S.
Bax, W. Bonham.
Bayley, Chas. B.
Beatty, Daniel McNeale.
Bedford, D. B.
Bedford, Fred.
Bennett, Francis William.
Best, Henry Compton.
Bilson, H. G.
Bickford, James G.
Bingham, H. M.
Blackburn, F. R.
Blakeley, Geo.
Blackiston, Peyton.
Blenkarne, William.
Blight, E.
Bloomfield, Richd. M.
Boileau, Jno. Geo.
Boger, T.
Boger, Croydon P.
Borlase, Geo.
Borrett, Thos.
Boxer, C. R. F.
Boyce, Frederick A.
Bradley, Warre Squire.
Brent, H. W.
Brett, Chas. Edgar Keen.
Brock, —
Brooman, W. R.
Brooks, E. J.
Brooman, James.
Brownlow, Wm. A. de V.
Bruce, Thos. C.
Buckle, Charles M.
Buckle, C. R.
Bullen, Chas.
Bullen, R. E.
Bunbury, Geo. B.
Burbridge, William C.
Burnaby, H.
Burrough, John.
Burt, William.
Burgess, John.
Bushell, J. M.
Butler, Thos. A.
Butcher, Jonathan.
Calcraft, J. Montague.
Campbell, H.
Campbell, J. F.
Campbell, J.
Campbell, T. M.
Cane, Hilary Mansell.
Carey, Thos.
Carnegie, Hon. John.
Carrol, Andrew de la Cour.
Carter, F. M. L.
Carter, A. R. B.
Caulfield, Edwin T.
Cay, R. Barclay.
Challis, Henry J.
Chapman, Chas. Matthew.
Chapman, Thomas.
Charteris, Hon. F. W.
Chatfield, A. J.
Cheek, Alfred J.
Cheyne, John Bowles.
Chimmo, William.
Chisholme, R. S.
Church, John.
Clapp, Wm.
Clark, J. C.
Clark, R. T.
Clarke, E. F.
Codrington, Wm.
Coles, William.
Collier, Edwd. M.
Collins, Fras.
Comber, George Merryn.
Cooper, John Robert Dean.
Coppin, Fredk.
Cornewall, W. N.
Cornish, Jno.
Coventry, St. Jno.
Craven, W. A. K.
Crofton, Hon. Francis.
Crooke, W. B.
Crowdy, Chas.
Cumming, William H.
Cerjat, C. Y. W. G.
Curtis, Arthur C.
Curtis, D.
Curtis, S.
Damer, W. G. Dawson.
Darby, Abd.
Daurell, Edwd. M.
Davis, Henry.
Davis, Henry B.
Davies, Thos.
Davis, John.
Dawes, W. B.
Dawson, Gilbert Francis.
Dawson, William (*b*).
De Kantzow, W. S.
Denham, A. T.
Dent, Chas.
Dent, Albert.
Dennistoun, Robt. Pick.
Denny, E.
Dewes, Geo. Burchell.
Didham, C. J.
Digby, Edwd.
Disney, G. R. F.
Dixon, Benjn.
Dooley, David.
Douglass, William Grant.
Doughty, F. Proby.
Dunlop, James A. R.
East, James N.
Eaton, A.
Elliot, R.
Elliott, Ed. Geo.
Elliot, David.
Essell, Wm. F.
Evanson, Allen.
Evison, J. C.
Eyton, Thomas.
Fawkes, Hawksworth.
Fead, W. F. G.
Fegen, Chas. G.
Fellowes, S. H. Butter.
Ferroll, J. J. O. F. Carmichael.
Ferrar, W. Angt.
Field, J. B.
Finemore, John.
Fitton, C. S.
Fitzroy, Geo. D.
Flood, F. H.
Forbes, J. Arthur.
Fosbery, Godfrey.
Foster, Richard B.
Foster, H. D.
Fox, H. W.
Franklin, E. B. H.
Freese, A. T.
Freemantle, Edwd. R.
Gammell, H. T.
Garnham, John.
Gayer, Charles R.
Giles, Harry.
Gilmore, Arthur H.
Gill, Henry J.
Gill, Wm. Y.
Gillett, A. W.
Gillson, R. M.
Godden, J. S.
Goode, Henry.
Goslin, Wm. H.
Graham, J.
Gregorie, G. W.
Gregory, Wellesley.
Gregory, W. F.
Gretton, Walthall.

App. No. 8.

Griffith, Smyth.
Grubb, W. J. H.
Hall, Basil.
Hall, Charles O. B.
Hall, Edward C.
Hamilton, H. Baillie.
Hambly, W. T. W.
Hamilton, Francis Trevor.
Hankin, Philip J.
Hanmer, J. G. J.
Hanson, Alfred A.
Hardy, Thomas.
Hare, R.
Harris, Wm. D.
Harris, Francis.
Harrington, Richard Hastings.
Hartwell, F. R.
Haswell, Charles Symes.
Hast, Phil.
Hastings, F. H.
Hatchard, J. H.
Hawes, E. W.
Heath, G. P.
Heneage, Algernon.
Henning, Alex.
Heysham, C. A. J.
Hingston, G.
Hippisley, C. J.
Hoblyn, Edwd. Lee.
Hockley, J. B.
Hodgskin, J. A.
Holme, E. F.
Hollinworth, T. B.
Hoops, Richd.
Hopkins, J. O.
Hopkins, Charles.
Hopkins, E. B.
Hornby, William St. John.
Howorth, William.
Hughes, Robt. Andrew.
Hurt, A. F.
Hutchison, Wm.
Inglis, Chas. D.
Irvine, St. G. C. D'Arcy.
Irvine, Jas. D'A.
Jackson, Chas. Scott.
Jackson, M. G.
Jackson, Wm.
James, Henry.
James, J. W.
Jeayes, John.
Jeffreys, Richd. G.
Jervis, J. J. W.
Jeston, Humphrey.
Johnstone, Henry Bays.
Jones, Chas. Gray.
Kelsall, T. M.
Keppell, L. C.
Kennett, E. H.
Kennedy, Arthur.
Kerby, Edmund F.
Kerr, Geo. C.
Kerr, John James.
Key, Gilbert F.
Kinsman, J. B.
Kirby, Ed. G.
Knowles, Chas. G. F.
Knox, Henry R.
Knox, Marcus.
Ladd, Charles Pybus.
Lafargue, Chas. Aug.
Lamb, J. J.
Lapidge, C. H.
Lascelles, J.
Lascelles, Hon. Horace D.
Laston, L. H.
Lavington, Thos.
Lawson, Edward John.
Lee, W. A. R.
Lefroy, B. L.
Lenon, John F.
Lidell, John.
Liddon, Matthew John.
Lillingston, N. D. F.
Lloyd, V.
Loraine, Sir Lambton (Bart).
Loveless, B. J.
Loveless, J.
Lowther, Marcus.
Lutman, C. W.
Lucas, Chas. D.
Mackenzie, Thomas K.
Mainwaring, R. H. A.
Maitland, H. L.
Mallard, Charles.
Malone, Edmund.
Mandeville, H. S.
Mansell, R.
Mansell, William.
Mansthrop, Chas. W.
Markett, John.
Marriott, G.
Marsden, H. T.
Martin, William Hy.
Maunsell, E. E.
May, Edward D.
Maynard, Thomas Burton.
McGregor, C. G.
Meara, Edward S.
Meyer, A. F.
Metcalf, Sidney.
Miller, H. M.
Michell, J. B.
Mitchell, Wm.
Moore, H.
Moore, J. S.
Moore, Thomas N.
Morrell, Arthur.
Morris, Frederick R.
Morriss, E. J.
Moss, Charles.
Mowbray, J. H.
Mudge, Rt.
Munro, M.
Murphy, C. H.
Murray, E. H.
Murray, W.
Nares, G.
Nelson, C. G.
Nettleton, P.
Newcomen, Geo.
Newenham, W. T.
Newport, J. W.
Newman, R. A.
Nicholls, James Thos.
Nicholson, R. A.
Nickoll, James H.
Nops, Jno. Geo.
Norie, A. D.
Nowell, W. C.

Oakes, J. W. L.
Oakley, Henry.
Odevaine, C. D. J.
Oldmixon, W. H.
Oliver, Thomas William.
Onslow, Harrington C.
Osburn, Francis.
Oxford, John.

Pace, E. H.
Packe, Horatio.
Paget, Charles.
Palmer, Charles F.
Palmer, Joshua R.
Parker, Robt.
Parke, Murray T.
Parkin, George Henry.
Parry, R.
Parry, J. P. J.
Parsons, E. T.
Paul, J. L. F.
Pauli, W. B.
Payne, W. R.
Pechell, Charles.
Pellew, Pownoll W.
Penfold, Geo. Stuart.
Percival, R.
Petch, Charles A.
Peyton, L. W.
Philipps, Geo. V.
Phillips, Thos. P.
Pickard, Spinces H.
Pitfield, Jacob.
Pochin, Ralph George.
Ponsonby, Thomas C.
Poole, G.
Poole, Robt. A.
Pope, Edmund.
Pouldon, Edwd.
Powys, C. L.
Pratt, James.
Prattent, F. M.
Price, Charles Henry.
Price, S. Grove.
Pringle, James T.
Pusey, Edward P.
Pyne, Augustus F.
Radford, W.
Ramsey, J. Douglas.
Ray, E. H. L.
Reid, B.
Reid, D.
Reid, John. (*b*)
Reilly, John O'. (*b*)
Riall, W. H.
Richard, L. England.
Richardson, Arthur H. C.
Robinson, Coldstream C.
Robinson, Fred.
Robinson, George.
Robinson, Joseph.
Robinson, Joseph. (*b*)
Robinson, Loftus.
Robson, Charles Rufus.
Rogers, Henry.
Rogier, Ed.
Ross, Robt.
Rowlands, John S.
Russell, Charles W.
Ryder, William.
Ryves, Herbert S.

St. Aubyn, Robert J.
St. John, Henry C.
Salway, Arthur.
Scott, J. Bunney.
Scott, Robert S.
Servante, Charles.
Servante, Fred.
Shairp, J. H.
Shairp, Stephen.
Short, Samuel Fredk.
Simcoe, John R.
Simpson, James.
Slaughter, Charles Jno.
Smith, Charles.
Smith, G.
Smith, Harry.
Smith, T. E.
Smyth, G. T.
Snell, John C.
Solly, Lewis.
Spencer, J. Nelson.
Spurin, John.
Spratt, William.
Stanley, Cecil G. Sloane.
Steddy, John.
Stephens, P. W. J.
Sterling, Spencer.
Sterne, Robt.
Stirling, Thomas.
Stokes, Henry.
Stotherd, Robert John.

Stoyle,

Stoyle, Henry.
Stranways, E. L.
Stratton, George.
Streatfield, C. N.
Strickland, Walter.
Strong, Joseph T.
Stewart, Duncan.
Stewart, Hugh Robert.
Stewart, Henry R.
Sulivan, J. B. M.
Sulivan, W. G. S.
Sumpter Nicholas.
Suttie, F. Grant.
Sutton, A. O.
Swann, John T.
Sweeting, William.
Swinburne, Thos. A.
Swinton, R. Hepburne.
Symons, Wm. H.
Tancock, Samuel.
Taylor, William.
Telfer, J. B.
Thompson, R. H.
Thompson, A.
Thompson, S.
Thomson, Frank T.
Thorley, Robert.
Todd, George.
Tom, Jno.
Townsend, Samuel.
Townsend, J.
Tracey, John J. L. H.
Trickey, Charles R.
Trollope, H. A.
Tucker, John C.
Tuffnell, W. N.
Tuke, S.
Turnour, Edmund E.
Turton, Francis W.
Twisden, J. S.
Veitch, H. S.
Verstorme, J. Hutton.
Vicary, W.
Vivian, Hon. J. B.
Walker, John.(*b*)
Walker, William S.
Wall, Henry.
Walsh, William.
Ward, J.(*a*)
Washington, Henry H.
Watts, Stephen Ross.
Weaver, Wm.(*a*)
Webber, Geo. W.
Webster, William.
Webly, Augustus H.
Wells, Edw. J.
Welch, George A. W.
West, Henry.
White, E.
Whitehead, William.
Willcox, R.
Williams, Lorence Blout.
Williams, T. D.
Williams, Thos. Mark.
Williams, Fred.
Wills, John.
Wilkinson, John Jones.
Wilkinson, Edward H.
Williamson, C. S.
Wilmot, Edward.
Wilson, S. M.
Wing, Arthur.
Woodham, W. H.
Woollcomb, H. B.
Wootton, A. G.
Wright, W.
Wright, W. M.
Wright, W. H.
Winyard, Thos.
Young, A.
Young, Thomas.

The answer received by Admiral Duncombe from the Duke of Somerset's private secretary, in reference to the memorial, is as follows:—

"I am directed by the Duke of Somerset to acknowledge the receipt of your letter of the 21st instant (December), and the accompanying memorial, to which he will give his attentive consideration; and it will give him great pleasure should he find himself at liberty to improve the condition of the memorialists."

COPY of a LETTER enclosing a Copy of the MEMORIAL addressed to Sir *John Pakington* by Lieutenant *Stokes*, R.N., at the request of the Lieutenants' Committee.

Sir, H.M.S. Cutter "Lively," Hull, 14 January 1860.

I AM requested by the Naval Lieutenants' Committee to forward to you the enclosed copy of the Lieutenants' Memorial, and to beg you will excuse the liberty that is taken in doing so.

The Committee request me to inform you that this petition was originally intended for presentation to yourself when First Lord of the Admiralty, and, therefore, they have been the more induced to send you a copy, particularly as they wish to evince the continual profound respect and esteem which this class entertain towards yourself, and as they believe you to be still deeply interested in the welfare of the Navy.

The Committee beg also, on the part of the 500 Lieutenants who have signed the petition, to express the gratitude they feel for the great benefits the naval profession received when under your distinguished administration; and since the prayer of the memorial, in a great measure, seeks a continuation of the reform you had so ably commenced, they respectfully trust you will not deem us trespassing too far in soliciting you to give their cause the benefit of your influence in Parliament.

I have, &c.
(signed) *H. Stokes*,
Lieutenant, Royal Navy.

Sir John Pakington, Bart.
&c. &c. &c.

COPY of Sir *John Pakington's* Reply to Lieutenant *Stokes'* Letter.

Sir, Westwood Park, Droitwich, 18 January 1860.

I HAVE this day had the honour of receiving your letter of the 14th instant, enclosing a copy of the Lieutenants' Memorial to the Admiralty.

I beg to thank you for the courteous terms in which you have requested my attention to that memorial.

You only do me justice in supposing that I regard the Navy with undiminished interest, and with a desire strong as ever to promote by any means in my power the just interest of the various ranks in your profession.

I will give full consideration to your memorial, and will take such a course in the House of Commons with respect to its prayer as the case may appear in my judgment to require.

I beg, &c.
(signed) *John S. Pakington.*

Lieutenant Stokes, R.N.

Appendix, No. 9.

(No. 1.)

App. No. 9.

Case of the Warrant Officers of the Royal Navy.

Rank and position.

1. The present position of the gunners, boatswains, and carpenters of the Royal Navy is not such as to command the respect due to the performance of their very responsible duties; while it excludes them from the privileges of petty officers, it does not give them the advantage enjoyed by commissioned officers. Though in three classes, there is no distinction of rank between the senior officer of the first class and the junior officer of the third class; there is not the prospect for an educated youth in the Navy that there is in the Army or merchant service.

Relative Army rank.

2. They are the only grade in the Navy without a relative rank in the Army, the want of which renders their position anomalous; it is sorely felt, and is the principal cause why they are not acknowledged and treated as officers, particularly when absent from their ship, travelling by sea or land, or doing duty with the Army.

Sea pay.

3. The "sea pay" is insufficient in all cases to meet their requirements; it is not a fair remuneration for the duties they perform, nor an equivalent for the charge of stores; neither is it sufficient to induce the superior seaman or shipwright to accept the position with its responsibility, for many petty officers are in the receipt of more pay than warrant officers. Besides, there is no periodical increase of pay for increased service, the pay of the junior being the same as the senior of their respective classes; the value of money has very much deteriorated, every pecuniary emolument is taken away, and they have income-tax to pay. They are, in a pecuniary sense, worse off now than 50 years ago, though their duties and responsibilities have considerably increased.

Harbour pay, and time.

4. They are the only class in the service compelled to serve upon reduced pay, and reduced time for superannuation; this is most keenly felt throughout the class, as it is a pecuniary loss while so serving, and also when superannuated.

Widows' pensions.

5. The present regulation grants to the widow of a "warrant" officer of one year's standing a pension of 25*l.* a-year (which is very inadequate), and no higher one to the widow of a "warrant" officer of 30 years' standing; the widows' pension of other grades increases according to the length of their husbands' services.

Marrying age.

Commissioned officers are allowed to marry till 60 years of age; "warrant" officers till they are 50.

Compassionate allowance.

6. There is no provision for the fatherless or orphan children of a "warrant" officer; the latter are frequently inmates of a "poor-house."

Wounds or hurts.

7. If a "warrant" officer is wounded or hurt, and retained on the "Sea Service" List he is excluded from the benefit of a pension; if from the nature of the wound or injury sustained he is placed on the "Harbour Duty" List, he is compelled to serve on reduced pay and time, promotion ceases, and he seldom receives a pension for his loss or injury sustained until superannuated, and then, too frequently, only a gratuity of 10*l.* instead of a permanent pension. The commissioned officer receives a pension for wounds or hurts, whether on the Active or Retired List.

Retirement.

8. The present scale of retirement is very unsatisfactory; the petty officer or seaman can claim a pension after 20 years' services, sea or harbour, with a periodical increase if he continues to serve. The "warrant" officer (counting from the same age as the seaman) cannot claim a superannuation till he has served 42 years, and the few who attain to the age of 60 have very dearly bought their superannuation, for they could have obtained a much higher annuity, for a very less premium than the amount of their (supposed) pension, withheld from them for 22 years. Again, every class in the service counts the whole time served towards retirement, increase of full or half pay; not so the "warrant" officer; he is compelled to serve on reduced pay in ordinary, and his time only counts as two years for one, if in the third class, and rather more in the first or second class.

Outfit.

9. The sum allowed for an outfit on promotion, viz., 25*l.*, is much too small; it does not cover more than half the expense; consequently the newly-made officer commences in debt.

Coast Guards.

10. They are not eligible for situations as officers in the "Coast Guard Service," there being no rule for their admission to such office.

Greenwich Hospital.

11. Greenwich Hospital is closed against "warrant" officers, unless they lay aside their pensions, and enter on the same condition as petty officers or seamen.

War service.

12. The seniors have no reward for "war service," either by promotion or otherwise.

Corporal punishment.

13. Boatswains feel it very degrading to be compelled to inflict corporal punishment.

Thomas Hoskins Howels.

App. No. 9.

(No. 2.)

Suggestions for the Improvement of the "Warrant Officers" of the Royal Navy.

1. That the term "warrant" be discontinued, and that all who are now called first-class warrant officers be designated "chief gunners," "chief boatswains," and "chief carpenters," to be appointed by commission, and to rank next to masters; that classification be discontinued, and that the 2d and 3d classes be amalgamated, retaining their present title as gunners, boatswains, and carpenters, to rank with, but subordinate to second masters. Seeing that the situation of gunner, boatswain, or carpenter is the highest attainable position for a seaman or mechanic, it should be more worthy of aspiring to than at present. — Rank and position.

2. That a relative Army rank be granted to them, corresponding with the Naval rank suggested in Article No. 1. — Relative Army rank.

3. That harbour-pay be abolished, and all officers serving at sea, or in harbour, be paid according to their length of service; viz., chief gunners, chief boatswains, and chief carpenters to be paid 7*s.* per day, with an increase of 6*d.* per day for each year served, till it reached the maximum of 10*s.* per day; gunners, boatswains, and carpenters, on promotion, to receive 4*s.* 6*d.* per day, with an increase of 3*d.* per day per annum, till it reaches the minimum pay of chief-gunner, &c.; and each officer in charge of stores to be allowed store-allowance in the same proportion as if commissioned officers had charge of them. — Pay. — Store allowance.

In all ships where no gunnery-lieutenant is borne, the gunner, or chief-gunner, to receive the gunnery pay in addition to his pay. — Gunnery pay.

5. The rate should, in fairness, be in keeping with the rule applicable to the pensions of the widows of all other officers, and be governed by the length of servitude of their husbands, and that the limited age of marriage be 60 years. — Widows' pensions. — Marrying age.

6. It is most earnestly solicited that the Select Committee will take into their kind consideration the claims as well as the distress of the fatherless and orphan children of the warrant officers. — Compassionate allowance.

7. That the wounded or maimed receive an equivalent pension in proportion with the commissioned officers. — Wounds or hurts.

8. That half the time served as seaman or petty officer be allowed to count as officers' time for retirement; and that they be permitted to retire at the age of 55 (and compelled to retire at the age of 60), on the following scale:— — Retirement.

20 years' service	- - - - - - -	6*s.* per day.
25 „ „	- - - - - - -	7 „
30 „ „	- - - - - - -	8 „
35 „ „	- - - - - - -	10 „

Should any officer be invalided, as unfit for the service, before completing 20 years' time, he should be granted a pension not less than 2*s.* 6*d.* per day, increasing in proportion to his service, agreeable to the suggestion in the eighth article. — Invalids.

9. If the sum of 50*l.* were allowed on promotion, the newly made officer would commence free from debt, which is not the case at present. — Outfit.

10. That the situation of chief officer of the Coast Guard stations be open to chief gunners, chief boatswains, and chief carpenters. — Coast Guard.

11. That chief gunners, chief boatswains, and chief carpenters be admitted to the benefits of Greenwich Hospital, both as resident officers and out-pensioners. — Greenwich Hospital.

12. That the Select Committee be pleased to consider the claims of the seniors for rewards, &c., for war service. — War service.

13. Boatswains request to be exempt from inflicting corporal punishment, such being degrading to the character of officers. — Corporal punishment.

14. The increased size of our dockyards have considerably added to the duties of the "boatswain of the yard," and also to the master-rigger, particularly since steam became general in the Navy; they therefore pray that their original pay, viz. 250*l.* per year, be restored, and that their naval service be blended with their civil service, and the whole time count towards retirement. — Boatswain of the Dockyard and Master Rigger.

Thomas Hoskins Howels.

Appendix, No. 10.

App. No. 10.

CALCULATIONS by Mr. *Charles M. Willich*, Actuary, University Life Office.

IN calculations to be made with reference to old lives, the Tables based on large populations will not enable you to deduce with much certainty the probable deaths that may arise from year to year. Out of any given number of lives, a certain number according to the Table should die, but when this experience is applied to small numbers and old lives, the results are not always satisfactory.

The results obtained by reference to the registry of flag officers appears to show that the expectation of their lives will probably exceed that deduced from the Carlisle Table of Mortality; but assuming the Carlisle Table of Mortality as the basis of the calculation, and that the naval officers would live the full number of years shown by their Tables as the expectation of life, the following will be the results:

Table I.—Statement of 113 Flag Officers, with respective individual Ages, expectation of Life, and probable year of Death.

Table II.—Statement of 275 Captains, with respective individual Ages, expectation of Life, and probable year of Death.

It appears from the above list of flag officers, viz., 113, that the total years they have passed through is 7,343, which divided by 113 gives an average of 65 years of age, and, therefore, an approximation at this age gives the present average number of deaths to be $4\frac{3}{5}$ in the year.

If we proceed in the same way with the 275 captains, we find that the total years they have passed through is 12,262, which would give an average of rather above $44\frac{1}{2}$ years; and we find that the average deaths among 275 persons, each of the age of $44\frac{1}{2}$, would now be very little more than four. This number of deaths would gradually increase, but looking at the experience among the older lives, it is probable that the average expectation of life which by Table II. is shown to be 35 years for the youngest life might be exceeded, as some 70 of the lives are still young.

According to the new plan of compulsory retirement, it is proposed that—

Admirals and Vice Admirals should be retired at the age of					70.
Rear Admirals	- - -	ditto	- - - - -	ditto	- - 65.
Captains	- - - - -	ditto	- - - - -	ditto	- - 60.

With reference to this arrangement I have prepared the following Tables:—

Table III.—Showing the Ages, Numbers, and Years when the 36 Admirals and Vice Admirals will retire.

Table IV.—Showing the Ages, Numbers, and Years when the 39 Rear Admirals will retire.

Table V.—Showing the Ages, Numbers, and Years when the 261 Captains will retire.

Table VI.—Showing the above Retirements under the respective Years, with an Approximation to the additional Vacancies by death.

In the above Tables I have endeavoured to give the best approximation in my power.

I respectfully beg to express my humble opinion in favour of the new plan proposed, as tending to introduce a lower average of age in the different classes.

24, Suffolk-street, Pall Mall East, S. W.,
16 June 1863.

Charles M. Willich,
Actuary University Life Office.

App. No. 10.

Table I.

113 Flag Officers, with Ages, Expectation of Life, and probable Year of Death.

Number.	Ages.	Expectation of Life.	Year of Death.
		Yrs. parts.	
1	88	3·75	1867
1	85	4·50	1868
1	84	4·75	„
1	83	5·	„
1	82	5·25	1869
1	81	5·50	„
3	80	5·75	„
—9			
3	79	6·	„
1	78	6·25	1870
1	77	6·50	„
3	76	6·75	„
6	75	7·	„
6	74	7·33	1871
3	73	7·83	„
7	72	8·33	1872
2	71	8·83	„
2	70	9·33	1873
—43			
1	69	9·83	„
3	68	10·33	1874
5	67	10·83	„
3	66	11·33	1875
3	65	11·83	„
3	64	12·33	1876
4	63	12·83	„
2	62	13·33	1877
3	61	13·83	„
3	60	14·33	1878
—73			
5	59	15·	„
3	58	15·66	1879
2	57	16·33	1880
5	56	17·	„
2	55	17·66	1881
4	54	18·33	1882
7	53	19·	„
1	52	19·66	1883
4	51	20·33	1884
2	50	21·	„
—108			
2	49	21·66	1885
1	46	23·66	1887
1	45	24·33	1888
1	44	25·	„
113			

Table II.

275 Captains, with Ages, Expectation of Life, and probable Year of Death.

Number.	Ages.	Expectation of Life.	Year of Death.
		Yrs. parts.	
1	65	11·83	1875
1	63	12·83	1876
2	60	14·33	1878
—4			
2	59	15·	„
1	58	15·66	1879
4	57	16·33	1880
5	56	17·	„
1	55	17·66	1881
8	54	18·33	1882
18	53	19·	„
10	52	19·66	1883
6	51	20·33	1884
9	50	21·	„
—68			
15	49	21·66	1885
16	48	22·33	1886
18	47	23·	„
11	46	23·66	1887
15	45	24·33	1888
14	44	25·	„
14	43	25·66	1889
12	42	26·33	1890
14	41	27·	„
8	40	27·66	1891
—205			
9	39	28·33	1892
7	38	29·	„
3	37	29·66	1893
18	36	30·33	1894
9	35	31·	„
9	34	31·66	1895
6	33	32·33	1896
1	32	33·	„
3	31	33·66	1897
2	30	34·33	1898
—272			
3	29	35·	„
275			

Table III.

Showing the Ages, Numbers, and Years when the 36 Admirals and Vice Admirals will retire, at Age of 70.

Number.	Ages.	Year of Retirement.
1	71	
1	70	1863
— 2		
1	69	1864
3	67	1866
2	66	1867
1	65	1868
2	64	1869
2	63	1870
2	62	1871
3	61	1872
3	60	1873
— 21		
2	59	1874
3	58	1875
2	57	1876
2	56	1877
1	55	1878
1	54	1879
3	53	1880
1	51	1882
36		

Table IV.

Showing the Ages, Numbers, and Years when 39 Rear Admirals will retire, at Age of 65.

Number.	Ages.	Year of Retirement.
1	66	
1	64	1864
2	63	1865
1	60	1868
— 5		
2	59	1869
5	56	1872
1	55	1873
4	54	1874
4	53	1875
3	52	1876
4	51	1877
2	50	1878
— 30		
4	49	1879
2	48	1880
1	46	1882
1	45	1883
1	44	1884
39		

Table V.

Showing the Ages, Numbers, and Years when the 261 Captains will retire.

Number.	Ages.	Year of Retirement.
1	60	1863
— 1		
2	59	1864
1	58	1865
3	57	1866
3	56	1867
1	55	1868
7	54	1869
18	53	1870
8	52	1871
5	51	1872
9	50	1873
— 58		
13	49	1874
14	48	1875
18	47	1876
11	46	1877
15	45	1878
14	44	1879
14	43	1880
12	42	1881
14	41	1882
8	40	1883
— 191		
9	39	1884
7	38	1885
3	37	1886
18	36	1887
9	35	1888
9	34	1889
6	33	1890
1	32	1891
3	31	1892
2	30	1893
— 258		
3	29	1894
261		

Table VI.

Showing the Retirements according to Tables III., IV., and V., arranged under the respective Years.

	1864.	1865.	1866.	1867.	1868.	1869.	1870.	1871.	1872.	1873.	1874.	1875.	1876.	1877.	1878.	1879.	1880.	1881.	1882.	1883.
Table III.—36 Admirals and Vice-Admirals to be retired at 70.	1	–	3	2	1	2	2	2	3	3	2	3	2	2	1	1	3	–	1	–
Table IV.—39 Rear-Admirals to be retired at 65.	1	2	–	–	1	2	–	–	5	1	4	4	3	4	2	4	2	–	1	1
Retirement Vacancies -	2	2	3	2	2	4	2	2	8	4	6	7	5	6	3	5	5	–	2	1
N.B.—From *deaths* on both the above lists, the vacancies will probably now be at the rate of two annually, in addition to the above retirement vacancies.																				
Table V.—261 Captains to be retired at the age of 60.	2	1	3	3	1	7	18	8	5	9	13	14	18	11	15	14	14	12	14	8
N.B.—From *deaths* among the Captains, the vacancies will probably now be at the rate of four annually, in addition to the above retirement vacancies.																				

Appendix, No. 11.

App. No. 11.

Circulars relative to Naval Retirement.

Circular, No. I.

1. It is submitted that the scheme for a Naval Retirement recommended by the present Board of Admiralty is one injurious to the interests of the Service, unjust to individuals, and but little calculated to remedy present or future evils.

2. It is unjust in many points, more particularly with respect to the total exemption of flag officers, and the partial exemption of captains, from the Compulsory Age Retirement; also in depriving those captains now on the 12 *s.* 6 *d.* and 10 *s.* 6 *d.* Half-pay List, who have not served in their present rank, of the prospect of ever rising to the flag officer's half-pay of 1*l.* 5*s.* per diem, their clear and undoubted right.

3. It is unjust in ignoring the claims of the Reserved Captains F. G.

4. It is both illogical and cruel to deprive the "Mates" of the first two years of their time, to count towards an increase of retired pay;—illogical because, if any portion of the time can in justice be claimed, it is manifest the right should be extended to the whole—cruel because it aggravates the misfortune of a class of meritorious officers who, from no fault of their own, were doomed to pass a long and trying life in a subordinate station.

5. It is unacceptable to the Profession because it fails to recognise the justice of increasing the full-pay of the executive officers of the Service.

6. In order to secure a more comprehensive and equitable measure of Naval Reform, it is desirable, before the next Estimates are prepared, to inform the public, more especially Members of Parliament, of the actual state and requirements of the Service.

7. For this purpose naval officers are invited to make known their opinions with respect to the matters in question, and also to communicate them to Members of Parliament in person, if possible; and that a series of articles on the present state of the Navy, to be written by various parties, each taking that branch of the subject which he is most competent to write upon, be inserted in the public journals and periodicals.

8. To defray the cost of printing, postage, and other contingent expenses, officers who approve of the foregoing suggestions are invited to contribute a day's pay towards a fund to be raised for this purpose.

9. Officers are requested to direct their letters to Rev. William Harvey, 36, Southampton-street, Strand, London, W. C.; and it is suggested that in each locality where naval officers may be residing, the subscriptions should be received by one individual, who should forward them either through an agent or by post-office order, made payable to the Rev. William Harvey, Post-office, Charing-cross, London; he having consented to take charge of all communications and subscriptions thus forwarded, and to remit a receipt.

10. All communications sent to Mr. Harvey will be considered as strictly confidential.

11. It is to be clearly understood that these matters are not taken up in any party spirit, or with a view to create any class agitation, or in a spirit of antagonism to the powers of government vested in the Admiralty; but with the object of securing, by demonstrating its necessity, a comprehensive and equitable measure of Naval Reform, so essential to the interests of the Service and to the welfare of the country, which is no less dependent upon the efficiency of the *personnel* than on the completeness of the *materiel* of its Navy.

12. This circular has been printed with a wide margin, for the insertion of remarks by those officers who may be disposed to communicate their views on the subject.

13. It is as well to state that Mr. Harvey is the author of the recent letter addressed to the Duke of Somerset, "The Present State of the Navy: its Defects and their Remedy;" he is the son and nephew of flag officers, and has for many years taken a deep interest in matters connected with the Naval Service, and is intimately acquainted with naval statistics.

London, August 1860.

Circular, No. 2.

The accompanying circular is forwarded to you, under a conviction that the position of the executive officers of Her Majesty's Navy calls for a careful revision and amendment, and that the recent scheme of retirement falls far short of the requirements of the Service, and of what is due to those officers whom it professes to benefit.

The object is to obtain a full and impartial inquiry into the present state of the *personnel* of the Navy, especially in reference to its executive branches, either by means of a Royal Commission or a Committee of the House of Commons.

It is confidently anticipated that the result of such an inquiry would be to elicit much valuable information, to point out many serious evils, and in the end promote so comprehensive and equitable a measure of Naval Reform as would go far to allay the painful feelings of discontent now so prevalent in the Service.

In order to obtain the co-operation of Members

App. No. 11.

of Parliament and the sympathy of the country, it is considered that the subject should be approached in a temperate spirit.

A desire has been expressed that a general outline should be given of the grievances it is proposed to remedy; and therefore, without entering into detail on so comprehensive a subject, some of the most prominent are submitted, for the consideration and opinion of yourself and the executive officers of Her Majesty's Navy. They are as follows, viz.:—

1. That the Royal Navy should be entitled, as far as practicable, to the same privileges, and participate with equal advantage in any measure of reform, whether as affecting the active service or in any scheme of retirement which may be in force at present, or hereafter granted by the State to the Royal Army.

2. That all "Orders in Council" and "Official Circulars" affecting the position and interests of Her Majesty's officers should be framed in such distinct terms as to render it improbable that they can be misunderstood: an idea is prevalent that much ambiguity has been in some instances manifested in the construction of these documents, and, as a deplorable consequence, considerable distrust has arisen towards those who are placed in authority.

3. That it appears but equitable that in any scheme of retirement vested rights should be rigorously maintained; that it is unjust to damage the prospects of officers by placing them in a worse position than they would have been had they not been interfered with.

4. An impartial application of the law *throughout all ranks* for a Compulsory Age Retirement, without which any such law must be invidious, and detrimental to a steady flow of promotion.

5. Such a reduction of officers on the Active List as may be consistent with a due supply for the service of the fleet—a measure so necessary to promote efficiency by frequent employment. There is no greater blot in the present system, as far as regards the senior grades of the Service, than the insurmountable difficulties so many highly deserving officers find in obtaining employment, which must tend in a serious degree to overcrowd the lists and diminish professional zeal and emulation.

6. Such an increase to the pay of officers in command of ships as may place them in a position more suitable to their rank.

7. A graduated scale of full-pay to lieutenants, according to length of service.

8. The case of the Reserved Captains F. G., to be reconsidered, which calls for redress.

9. A liberal award of retired pay for officers in the Coastguard, whom it is considered have been harshly dealt with.

10. The undeniable justice of allowing the whole of the sea-time served as mate to count towards an increase of retired pay.

In conclusion, the officers of Her Majesty's Navy only seek, in return for faithful service, reasonable promotion, frequent employment, suitable pay, and an adequate retirement.

All communications to be addressed to Rev. William Harvey, 36, Southampton-street, Strand, London, W.C.

17 September, 1860.

Circular, No. 3.

The present circular is drawn up with a view of reminding the Service of the manner in which the Naval Retirement introduced by the present Board of Admiralty was received, debated, and carried last session in the House of Commons, and of suggesting to naval executives the advisability of a selection being made from each rank of officers to be examined, should their presence be required before a Royal Commission or Select Committee of the House of Commons.

The Navy Estimates for 1860-61 were laid on the table of the House of Commons on the 6th of February and brought under the notice of the House on the 13th, by the Secretary of the Admiralty.

No allusion, however, was then made to a retirement, beyond a statement that the sum of 12,000 *l.* was inserted in Vote 14 for that purpose.

On the 16th of April, when the Navy Estimates were again proceeded with, before the House went into Committee of Supply, Sir James Elphinstone called its attention to the case of the Reserved Captains F. G.

On the 19th of April, Votes 6, 7, 8, 9, and 10 were disposed of.

The Navy Estimates were not again taken up until the 14th of June, when, after Votes 11, 12, and 13 had passed, Vote 14 was brought forward, and with it the subject of the retirement of naval officers.

The latter met with a very unfavourable reception, no member, except the Secretary of the Admiralty, who introduced it, speaking in its favour.

Sir Charles Wood said a few words with respect to the change made, whilst he was at the head of the Admiralty, as to the full-pay of captains, but made no allusion to the scheme of retirement.

All the other members who took part in the debate opposed it, and mainly on two grounds—

1st. Because it had been brought forward without due notice; in fact, the plan was only placed in the hands of members that morning, several of whom were not aware until they entered the House that it was to be discussed the same evening. The complaints of the very short notice thus given were loud and general.

2dly. It was objected to as not dealing in a comprehensive manner with a subject acknowledged to be most important. It was clear, in fact, from the tone of the debate, that the opinion of the House was, as Mr. Henley stated, in favour of viewing the question in a broader spirit.

Among those members who objected to the plan, and urged its withdrawal, were Sir John Pakington, Admirals Sir C. Napier, Walcott, Sir M. Seymour, Hon. A. Duncombe, and Mr. Henley, &c. &c.

So strong, indeed, was the feeling of the House that the Secretary of the Admiralty felt himself compelled,

compelled, in order to secure the passing of Vote 14, to reduce it by 12,000 *l.*, or, in other words, to withdraw the particular sum required for the retirement, which consequently involved the withdrawal of the plan itself.

On the 19th of July, at a very late hour, the House went into Committee of Supply, and the first vote proposed was that of 12,000 *l.* for the retirement of naval officers.

During the interval which had elapsed since the previous debate on the subject, time had been given to Members and to the Service to make themselves acquainted with the scheme; and, so far from its rising into estimation, it appeared, on the contrary, as it became more known and better understood, to meet with increased disapprobation. On this occasion, besides the Secretary of the Admiralty, one member only supported it; and he admitted "that, although generally approving of the plan, it was not difficult to pick holes in it."

On the other hand, Sir Charles Napier, Sir James Elphinstone, Sir Michael Seymour, Sir John Pakington, Mr. Warre, and Mr. Coningham condemned it; and most of them expressed their opinions that a Commission or Committee should be appointed to consider the whole question.

So decided was the feeling of the House, that had not the opportunity of dividing been lost, through an unfortunate mistake as to its forms, it is highly probable that the proposers of the scheme would have been left in a minority.

On the following Tuesday, the 24th of July, Sir John Pakington brought forward a motion for the appointment of a Royal Commission, "to consider the present system of promotion and retirement in the Royal Navy, and the present pay and position of the several classes of Naval Officers, &c.," when the retirement was again discussed, and was as much disapproved of as on the two previous occasions.

Sir John Pakington's motion was seconded by Vice-Admiral Sir Michael Seymour, and supported by Captain the Hon. C. W. Talbot, Sir J. Elphinstone, Sir C. Napier, Mr. Baillie Cochrane, and Mr. Lindsay; and opposed by Mr. Whitbread, a member of the Board of Admiralty, the Secretary, and Sir F. Baring.

Notwithstanding the strong arguments urged in favour of the motion, it was lost, owing to the opposition of the Government, always powerful at a late period of the session, when so many independent members are absent. App. No. 11.

Under the above circumstances, it may be reasonably inferred, that if unanimity be maintained by the several classes of the executive branch of the Navy, a comprehensive and impartial inquiry into the whole question of the *personnel* will be granted by the House of Commons, with the full concurrence of the Admiralty, as being calculated to promote the welfare of the Service no less than the interests of the officers.

With respect to the selection of officers to be examined, should they be required to attend before a Royal Commission or Select Committee of the House of Commons, it is obvious that such officers should be capable, not only of explaining the particular grievances and requirements of their own class, but of replying to any questions relative to the several subjects which may be put to them.

For this purpose it is expedient that early arrangements be made for the selection of such officers as may be considered most eligible to carry out this object.

Although Mr. Harvey has for many years devoted great attention to the condition of the *personnel* of the Navy, it is not to be understood that he is proposing any steps without advice from the numerous officers of experience and standing in the Service who are daily favouring him with their assistance.

Letters and subscriptions to be forwarded to Rev. William Harvey, 36, Southampton-street, Strand, W.C., where copies of any of the circulars can be obtained.

Officers wishing to communicate personally with Mr. Harvey are requested to call at the above address, 36, Southampton-street, on either of the following days, viz.:—

On Tuesdays,	from - - - -	2 to 4 p.m.
On Wednesdays,	from 9 to 12 a.m. -	2 to 4 „
On Thursdays,	from 9 to 12 „ -	2 to 4 „
On Fridays,	from 9 to 12 „ -	2 to 4 „
On Saturdays,	from 9 to 11 „ -	—

31 October 1860.

Circular, No. 4.

Inquiry into the present System of Promotion and Retirement of Naval Officers.

The objects of this Circular are—first, to explain briefly the most recent efforts made to promote Parliamentary inquiry into the position of Naval Officers; and, secondly, to suggest the course which it seems advisable to pursue, now that a Select Committee of the House of Commons has been instructed to inquire into the present system of promotion and retirement.

The first debate in the House of Commons, in reference to the proposed inquiry, occurred on Tuesday the 5th of March, when Sir James Elphinstone, to whom the cordial thanks of the Service are due, brought forward a motion for the appointment of a Select Committee "to consider the present system of promotion and retirement in the Royal Navy, and the present pay and position of the several classes of Naval Officers, and to report what changes therein are desirable, with a view to the increased efficiency of the Naval Service."

The motion was seconded by Sir Henry Stracey, and supported by Sir John Pakington, Lord John Manners, Sir Michael Seymour, Admiral Walcott, and Mr. Baillie Cochrane, and opposed by Sir Francis Baring, Lord Clarence Paget, and Lord Palmerston. On a division the motion was carried by a majority of five, the ayes being 102, the noes 97. The announcement was received with loud cheering.

During the week the Government came to the

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conclusion that it was unconstitutional for a Select Committee of the House of Commons to inquire into the question of the *pay* of Naval Officers, and were supported in this view by some members of both the Conservative and Independent Liberal parties.

When therefore, on the following Tuesday, the 12th of March, Lord Palmerston moved that the order for the appointment of the Select Committee granted on the previous Tuesday should be rescinded, and that the Select Committee moved for by Admiral Duncombe to inquire into the constitution of the Board of Admiralty should be instructed "to consider likewise the present system of promotion and retirement in the Royal Navy, and to report their opinion thereon," it was felt to be the most judicious course not to oppose the first motion of Lord Palmerston, but to support the second, which he proposed to bring forward on the first being carried.

Accordingly, the appointment of the Select Committee granted on the previous Tuesday, the 5th of March, was cancelled by the House without a division, and the instruction to Admiral Duncombe's Committee to consider and report on the present system of *promotion* and *retirement* of Naval Officers was carried by a majority of nearly 3 to 1,—the ayes being 96, the noes 33.

In consequence of the two Committees being merged into one, four additional members were nominated to serve on the combined Committee, (Sir Michael Seymour and Mr. Deedes by Sir James Elphinstone, and Mr. Bruce and Mr. Clay by the Government), increasing the number of members on the Committee to 19. The Committee met for the first time on Tuesday the 19th March, elected Mr. Henley as their chairman, and having agreed to proceed first with the inquiry into the constitution of the Board of Admiralty, adjourned until the 12th of April.

It remains to suggest the course which, under present circumstances, it appears advisable to pursue.

The efforts to obtain an inquiry having been so far successful, it is necessary to arrange evidence to be laid before the Select Committee, and to collect, immediately, the funds necessary to defray expenses.

A meeting of officers, willing to give evidence before the Select Committee, will be convened in order to arrange the information which may be furnished.

Officers of the civil branches who may wish to bring their cases before the Select Committee, are invited to prepare their statements, and to communicate to the secretary the names of those who will give evidence in their behalf.

The following circulars and pamphlets on the subject may be obtained from the secretary, the Rev. William Harvey, 36, Southampton Street, Strand, or at Mr. Stanford's, 6, Charing Cross:—

Circular No. 1 . . .	August 1860.
Circular No. 2	September ,,
Circular No. 3 . . .	October ,,
Reasons for an Inquiry into the Position of the Executive Officers of the Royal Navy .	January 1861.
Tabular List of Flag Officers and Captains . . .	February ,,
A few Facts concerning Naval Captains, Commanders, Lieutenants, and Mates . .	March ,,
Comparison of the Full and Half Pay of the Executive Officers of the British Navy, with the Pay of the Executive Officers of the American, French, and Prussian Navies, and with that of the Medical Officers of the British Navy . .	March ,,

The following gentlemen have kindly consented to act in behalf of the "Navy Inquiry Fund":—

TRUSTEES.

Captain Egerton, R.N., 7, Rutland Gate, Hyde Park.

Captain Mackinnon, R.N., Ormley Lodge, Ham Common, Surrey.

William Burnley Hume, Esq., 18, Upper Harley Street.

BANKERS.

Union Bank of London, Charing Cross Branch, 4, Pall Mall, East, S.W.

Subscriptions should be *at once* forwarded to the bankers, or to the Rev. William Harvey, to be placed to the account of the "Navy Inquiry Fund." Cheques must be "crossed" to the Union Bank, and Post-office Orders made payable to the Rev. William Harvey, 36, Southampton Street, Strand, at the Post Office, Charing Cross, London.

London, April 1861.

Circular, No. 5.

A year having elapsed since naval officers agreed to use their exertions to obtain a full and impartial inquiry, either by means of a Royal Commission or a Select Committee of the House of Commons, into the present state of the Navy, especially in reference to their promotion and retirement, it is considered expedient to give an account of the efforts which have been made to secure the object in view, and also to place before those officers, more than 700 in number, who have expressed their opinions, and subscribed to the "Navy Inquiry Fund," out of which the expenses necessarily incurred are defrayed, a statement of the receipts and expenditure for the year ending 3d August 1861.

The first Circular on this subject was issued in August 1860. It alluded to the dissatisfaction felt with the scheme for a naval retirement introduced in the Session of 1860; and it stated clearly that the efforts which would be made to obtain an inquiry into the present state of the service would not be undertaken in any party spirit, or with a view to create any class agitation, or in a spirit of antagonism to the powers of Government vested in the Admiralty, but with the object of securing, by demonstrating its necessity, a comprehensive and equitable measure of Naval Reform so essential to the interests of the service, and to the welfare of the country, which is no less dependent upon the efficiency of the

the *personnel*, than in the completeness of the *matériel* of its Navy.

The second Circular, printed in September, mentioned some of the more prominent grievances, and in accordance with the first circular, impressed upon those officers, to whom it was addressed, the importance of acting in a temperate spirit. It concluded by asserting, that "the officers of Her Majesty's Navy only seek in return for faithful service reasonable promotion, frequent employment, suitable pay, and adequate retirement." A wish which it is not supposed will be considered either by Parliament, the country, or the Admiralty as unreasonable.

Another month passed, and at the close of October the third Circular appeared. It reminded the service of the manner in which the scheme for a naval retirement had been received, debated, and carried in the House of Commons the previous Session, and it was inferred from the strong opposition the measure then encountered that an inquiry into the question of the *personnel* of the Navy would be granted in the ensuing Session as being calculated to promote the welfare of the service no less than the interests of the officers.

The circular also pointed out the prudence of a selection being made by each rank, of officers to be examined as witnesses before a Royal Commission, or select committee of the House of Commons.

Before the beginning of the present year letters had been received not only from a large number of naval officers on full and half-pay in England, Ireland, and Scotland, but also from many serving on foreign stations. In the letters from these officers, as also in those subsequently received, a strong feeling of dissatisfaction was evinced by the writers as to the present state of the service, and most earnest wishes were expressed for a full inquiry, as suggested. It was then considered advisable to make known to members of both Houses, before the meeting of Parliament, the general opinions of naval officers on these matters. Accordingly, in January a pamphlet was written, entitled, "Reasons for an Inquiry into the Position of the Executive Officers of the Royal Navy," containing a fair reflection of the views transmitted by officers of all ranks from various parts of the world, and copies were sent to every member, both of the House of Lords and of the House of Commons.

This pamphlet was shortly followed by a tabular list of the flag officers and captains on the Active List, with particulars exhibiting the progress of those officers from their entry into the service to the beginning of the present year; a second and complete edition of which will be published early in January.

Parliament had not long been assembled when notice was given that a motion would be brought forward for the appointment of a Select Committee of the House of Commons to inquire into the constitution of the Board of Admiralty, and the various duties devolving thereon; and in the same month, February, Sir James Elphinstone announced his intention of moving for a Select Committee "to consider the present system of promotion and retirement in the Royal Navy, and the present pay and position of the several classes of naval officers, and to report what changes therein are desirable, with a view to the increased efficiency of the naval service."

On the 1st of March the appointment of a Select Committee on the Admiralty was agreed to by the House of Commons, on the motion of Admiral Duncombe.

Shortly before the day arrived, on which Sir James Elphinstone was to bring forward his motion, a pamphlet, with the title of "A Few Facts concerning Naval Captains, Commanders, Lieutenants, and Mates," and at the same time, on a single sheet, "A Comparison of the Full and Half Pay of the Executive Officers of the British Navy with the Pay of the Executive Officers of the American, French, and Russian Navies, and with that of the Medical Officers of the British Navy," were printed, and extensively circulated amongst Members of Parliament.

On the 5th March, Sir James Elphinstone brought forward his motion for the appointment of a Select Committee of Inquiry, and carried it, notwithstanding the opposition of the Government.

For reasons previously stated in Circular 4, issued in April, these two Select Committees were, on the 12th of March merged into one, and "Appointed to inquire into the Constitution of the Board of Admiralty, and the various Duties devolving thereon; also as to the general effect of such system on the Navy, and instructed to consider the present System of Promotion and Retirement in the Royal Navy, and to Report their opinion thereon."

During the same week four additional members, making the total number 19, were nominated to serve on the combined Committee.

The Committee met, for the first time, on the 19th March, elected Mr. Henley as their Chairman, and having agreed to proceed first with the inquiry into the constitution of the Board of Admiralty, adjourned until the 12th of April.

On that day, the Committee re-assembled and deliberated, but did not proceed to examine any witnesses until the 16th, when the Duke of Somerset attended, and was examined. The Committee continued to sit twice a week until the 12th of July, when it adjourned; Sir James Elphinstone having proposed and carried the following motion:—

"That important measures are now brought under discussion at the morning sittings of The House, on Tuesdays and Fridays; therefore, it is not expedient for this Committee to continue its proceedings. The Chairman be instructed therefore to report the evidence already taken to The House."

The witnesses examined, besides the Duke of Somerset, were Sir James Graham, Sir Francis Baring, Sir John Pakington, and Sir Charles Wood, ex-First Lords of the Admiralty; Admirals Sir George Seymour, William Bowles, and Sir Maurice Berkeley, now Lord Fitzhardinge, ex-Naval Lords of the Admiralty; Admirals Sir Thomas Cochrane, Sir Michael Seymour, and George Elliot, and Captains Honourable Joseph Denman and B. J. Sulivan

Two members of the Committee, Mr. Bentinck and Mr. Deedes, were on the 25th of June discharged from further attendance, and Mr. Bramston and Mr. Liddell took their places.

The Committee, when it adjourned, was composed of the following members: Mr. Henley, (Chairman), Sir Francis Baring, Mr. Beamish, Mr. Bramston, Mr. A. Bruce, Mr. Clay, Mr. Corry, Admiral Duncombe, Sir James Elphinstone, Mr. Finlay, Sir James Graham, Mr. Liddell, Lord

App. No. 11.

Clarence Paget, Sir John Pakington, Mr. Phillips, Sir Michael Seymour, Mr. Stansfeld, Mr. Whitbread, and Sir Henry Willoughby.

On the re-assembling of Parliament it is hoped that the Committee will be re-appointed, and will proceed with the inquiry into the constitution of the Board of Admiralty, and consider the present system of promotion and retirement of naval officers.

A Blue Book, of 792 pages, containing the report of the Proceedings of the Committee, Minutes of Evidence, Appendix and Index, has recently been issued; the Committee, under date of July 16th, observing that they "have made progress in the matters to them referred, and have taken evidence upon a portion of the subject, which they have agreed to report to The House." It can be obtained through any bookseller, price 8 *s.* 6 *d.*

A Select Committee of the House of Commons, having been thus instructed to consider the present system of Promotion and Retirement in the Royal Navy, and to report their opinion thereon, it was decided to issue a Circular to suggest the course it was advisable to pursue now the efforts to obtain an Inquiry had been successful.

Accordingly with this object the fourth circular, dated April, was printed, containing also a list of the circulars and pamphlets previously issued, together with the names of the gentlemen who had kindly consented to act as trustees in behalf of the Navy Inquiry Fund.

It being a matter of uncertainty as to when the Select Committee might proceed with their inquiry into the present system of naval promotion and retirement, steps were taken to collect, as speedily as possible, the opinions of officers on the various subjects upon which they might be examined before the Committee.

With this view, a set of questions on promotion, retirement, &c. were widely circulated amongst Naval Officers, and the replies, together with opinions expressed by officers on full, half, and retired pay, in letters previously received, were discussed at a meeting of officers held in London at the close of July last, where the suggestions in the accompanying paper were agreed to.

This paper has since been re-printed, and is now circulated, with the object of ascertaining the alterations it may be considered advisable to make in January, when it is proposed to hold another meeting, of which due notice will be given.

It may be considered, that some subjects have been mentioned which are not of great importance, or do not come within the inquiry granted by the House of Commons, and therefore might be omitted. It should, however, be borne in mind that officers may be questioned on any of these subjects, and should, therefore, endeavour to make themselves conversant with the general opinions of the service, that they may not embarrass the decision of the Committee by advancing isolated views.

It remains to give a brief statement of the Receipts and Expenditure from August 1860 to August 1861:—

RECEIVED.

	£.	s.	d.
Subscriptions	428	17	8
Sale of Pamphlets	8	14	–
	£. 437	11	8

PAID.

	£.	s.	d.
*Printing	179	8	–
Stationery and Postage	74	2	9
Newspapers and Advertising	5	17	9
Rent of Rooms, 36, Southampton Street, Strand	80	3	9
Assistant Clerks	14	11	–
Cabs, Messengers, Parcels	11	10	6
Sundries	1	1	6
Rev. W. Harvey's Travelling Expenses	61	19	9
Balance	8	16	8
	£. 437	11	8

NAVY INQUIRY FUND.

TRUSTEES.

Capt. Egerton, R.N., 7, Rutland Gate, Hyde-park.

Capt. Mackinnon, R.N., Ormly Lodge, Ham-common, Surrey.

William Burnley Hume, Esq., 18, Upper Harley-street.

BANKERS.

Union Bank of London, Charing Cross Branch, 4, Pall Mall East, S.W.

Officers are requested to continue their subscriptions, and to pay them to the bankers, or to the Rev. Wm. Harvey, to be placed to the account of the "Navy Inquiry Fund." Cheques must be "crossed" to the Union Bank, and Post-office Orders made payable to the Rev. William Harvey, whose address is Upper Walmer, Deal, Kent, until 1st January, and from that date, 36, Southampton-street, Strand, London.

London, October 1861.

* The number of Circulars and Pamphlets printed amounts to 25,700, of which 22,350 have been circulated.

CIRCULAR, No. 6.

THE object of this circular is to suggest the course which it seems advisable to pursue, since it has been decided by prominent members of the late Admiralty Committee, not to move for its reappointment during this session of Parliament.

The announcement that the inquiry is not to be proceeded with may at first cause a feeling of disappointment—a feeling which cannot be matter for surprise, when it is considered that officers had, for a long time, been looking forward to a full and impartial inquiry into the present system of promotion, retirement, and pay in the Royal Navy, believing that they would then have had an opportunity of adducing such evidence as would clearly establish the necessity for a comprehensive measure

measure of Naval Reform, and for a reconsideration of the scheme of retirement under Order in Council of August 1860.

The accompanying letter from Sir James Elphinstone to Mr. Harvey, will, it is hoped, convince all who are anxious for a full inquiry, that under the circumstances mentioned in that letter, it would have been extremely injudicious to have pressed for the re-appointment of the late Committee, and unadvisable to have the question of Naval Reform brought before Parliament, unless a favourable opportunity of doing so should occur.

Although it is recommended that the subject of Naval Reform should not at present be pressed upon the attention of Parliament, it must not be inferred that those gentlemen who have hitherto devoted much of their time to advance this important question will relax in their exertions: on the contrary, they are working assiduously with a well-grounded hope that the time is not distant when, supported as they are by the service generally, a comprehensive, well-considered, and liberal scheme will be brought before and carried through Parliament, and an organized system introduced, which will tend to make the Royal Navy the efficient and popular service it ought to be.

Naval officers are requested, as before, to make known their opinions on the subjects mentioned in the previous circulars, by letter, addressed to Rev. William Harvey, 36, Southampton-street, Strand, London, W. C., who will consider all such communications as strictly confidential.

To defray the cost of printing, postage, rent of rooms, and other contingent expenses, it is necessary that subscriptions should be continued and paid as stated at the conclusion of the circular. App. No. 11.

A statement of receipts and expenditure for the year ending 2d August 1862, will be drawn up during that month, and copies forwarded to all the subscribers of the Navy Inquiry Fund.

NAVY INQUIRY FUND.

TRUSTEES.

Capt. Egerton, R. N., 7, Rutland Gate, Hyde Park.
Capt. Mackinnon, R. N., Ormley Lodge, Ham Common, Surrey.
William Burnley Hume, Esq., 18, Upper Harley-street.

BANKERS.

Union Bank of London, Charing-cross Branch, 4, Pall Mall, East, S.W.

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8 April 1862.

45, Onslow-square, S.W.,
My dear Sir, 12 March 1862.

ON Monday last I asked Admiral Duncombe "when he intended to move for the re-appoint-"ment of the Admiralty Committee?" I had previously put the same question to Mr. Henley, who declined to do so.

Admiral Duncombe answered my question as follows: "Admiral Duncombe said his hon. "friend seemed to assume that he could move for "the re-appointment of the Committee. He be-"lieved that, according to the usages of the House, "it was for a chairman of a Committee to move "its re-appointment. As an individual member "of the Committee he had received no instruc-"tions to move the re-appointment, and it was "not his intention to do so. It would be in the "recollection of the House that when the Com-"mittee was appointed he objected, as contrary "to practice and common sense, that certain "gentlemen should give evidence before the "Committee, and afterwards sit in judgment "upon the evidence which the Committee had "taken. Again, the service and the country had "lost Sir Richard Dundas, who was to have been "called before the Committee. Some of the in-"tended witnesses had received appointments. "Officers who were willing to give evidence had "been appointed to commands, so that it was im-"possible for him to bring before the Committee "some of those gentlemen whose evidence he con-"sidered to be important. He had no hesitation "in saying that several officers had shown a "reluctance to attend before the Committee, "through not having the most favourable opinion "of existing arrangements. It would have been "extremely painful for him to apply for a Speak-"er's order to compel the attendance of these "gallant gentlemen. Under those circumstances, "and considering it would be unfair to harass a "public department by a Committee sitting "throughout a whole session, and constantly re-"quiring information by returns and otherwise, "from the officers of that department, without "any satisfactory result to the country, he had "determined not to ask for the re-appointment of "the Admiralty Committee."

Mr. Henley remarked, "That, as chairman, he "had not received any instructions form the Com-"mittee to move for its re-appointment, and, "bearing in mind the circumstances under which "he had been called upon to preside, he did not "feel bound to move for the re-appointment."

Under these circumstances it became necessary to consider what course it would be advisable to pursue. I therefore consulted friends, on whose judgment I can rely, as to whether it was not incumbent on me to move that the Committee should be re-appointed. After discussing the question fully, we came to the conclusion that any such movement presented difficulties which rendered it inexpedient to proceed further in the matter this year.

We completely agreed in the opinion that the evidence, as it exists, one-sided and irrelevant as it is in a great degree, nevertheless contains much that is valuable, indeed conclusive, against the administration of the Admiralty. We agreed also that, although we would no doubt be able to supply all that is wanting to complete the case, yet from the constitution of the Committee, which contained so strong an official element, we must look for a decision which could be neither satisfactory nor conclusive.

App. No. 11.

We had also to consider, first, the late period of the session, as nearly two months must be gone before we could get the inquiry revived; the peculiar nature of the session, which, in all probability, will be one of the shortest on record; and the manifest disinclination to embark on any thing but the most ordinary business, for reasons which press most strongly on all parties and sections of the House.

These reasons appeared to me to make it hopeless for a private member of the Committee to obtain its re-appointment with any chance of bringing its labours to a satisfactory conclusion; and, with respect to that portion of the order of reference in which I was peculiarly interested, viz., the instruction "to consider the present system of promotion and retirement in the Royal "Navy, and to report thereon to the House," it could not, under any circumstances, be approached in the time available for the examination of the witnesses necessary to establish the preliminary portion of the inquiry.

Whether the Board of Admiralty are inclined to allow the matter to drop, in the face of Admiral Duncombe's reasons, I cannot say; but it must be a matter for consideration, whether the inquiry cannot be revived next session, in a form more likely to lead to a practical result.

I remain, &c.

(signed) *J. D. H. Elphinstone.*

The Rev. William Harvey,
36, Southampton-street, Strand.

Circular, No. 7.

In accordance with the plan adopted last year, it is proposed to give a brief account of the proceedings which have taken place during the past twelve months, with reference to an inquiry into the present system of naval promotion and retirement.

Since the autumn of 1861, numerous letters have been received from all classes of naval officers belonging to the executive branch of the service, respecting the subjects mentioned in the paper on "Promotion and Retirement of Naval "Officers," printed in September 1861.

It is announced, with much satisfaction, that the opinions forwarded are almost unanimous.

Owing to the manifest disinclination of all parties and sections in Parliament to embark on any but the most ordinary business last session, it appeared to be most injudicious to press for the re-appointment of the Admiralty Committee, and unadvisable to have the question of Naval Reform brought before Parliament.

Before the prorogation took place, notices were given in the House of Commons of motions which would be made early next session in reference to the prosecution of the inquiry into the constitution of the Board of Admiralty, and respecting the present system of naval promotion and retirement.

The number of officers who have expressed their views on the subject of promotion, retirement, &c., and of those who have subscribed to the Naval Inquiry Fund, amount together to 1,500, more than five-sixths being on the active lists; it may therefore reasonably be assumed that the opinions of so many officers will have considerable weight, and that a comprehensive and well-considered measure, based upon the views which have been expressed by them, may be introduced into Parliament with every prospect of success.

To defray the cost of printing, postage, and other contingent expenses, it is necessary that subscriptions should be continued and paid as stated at the conclusion of the circular.

All communications sent to the Rev. William Harvey will be considered as strictly confidential, from whom the following pamphlets and circulars may be obtained:

Reasons for an Inquiry into the Position of the Executive Officers of the Royal Navy - - -	Jan.	1861.
*Tabular List of Flag Officers and Captains - - - - -	Feb.	1861.
A Few Facts concerning Naval Captains, Commanders, Lieutenants and Sub-lieutenants - -	March	„
Comparison of the Full and Half Pay of the Executive Officers of the British Navy, with the Pay of the Executive Officers of the American, French, and Prussian Navies, and with that of the Medical Officers of the British Navy - - - -	March	„
*Tabular List of Flag Officers, Captains, and Commanders -	April	1862.
Circular, No. 1 - - - -	Aug.	1860.
Circular, No. 2 - - - -	Sept.	„
Circular, No. 3 - - - -	Oct.	„
Circular, No. 4 - - - -	April	1861.
Circular, No. 5 - - - -	Oct.	„
Circular, No. 6 - - - -	April	1862.
Circular, No. 7 - - - -	Aug.	„

Navy Inquiry Fund.

Trustees.

Capt. Egerton, R.N., 7, Rutland Gate, Hyde-park.

Capt. Mackinnon, R.N., Ormley Lodge, Ham Common, Surrey.

William Burnley Hume, Esq., 18, Upper Harley-street, Cavendish-square.

Bankers.

Union Bank of London, Charing Cross Branch, 4, Pall Mall, East, S.W.

Secretary.

Rev. William Harvey, 2A, Pall Mall, London, S.W.

Officers are requested to pay their subscriptions to the bankers, or to the secretary, to be placed to the account of the "Navy Inquiry Fund." Cheques must be "crossed" to the Union Bank, and Post-office Orders made payable at the Post-office, Charing Cross, London, to the Rev. William Harvey, whose address is 2A, Pall Mall, London, S.W.

London, August 1862.

* Either of these Lists may be obtained from the publisher, Mr. Stanford, 6, Charing Cross, London; or Mr. Griffin, bookseller, Portsea, as well as from the Rev. William Harvey.

Appendix, No. 12.

MEMORIAL of COMMANDERS of the ROYAL NAVY on the RESERVED LIST M, N.

To the Honourable the Chairman and Committee of the House of Commons, now sitting on Naval Promotion, Retirement, &c. App. No. 12.

The humble Memorial of the Commanders of the Royal Navy, on the Reserved List M N.

Respectfully sheweth,

THAT the whole of the officers on that list obtained their rank as Commanders after long, faithful, and arduous service, and years of admitted claims; and their Lordships at the Board of Admiralty having seen the justice of such claims, they were rewarded by promotion, and placed on a Reserved List, not from their inefficiency to serve, or a desire to quit active employment, but that younger officers might benefit by their removal from the Active List.

Under these circumstances, they humbly hope that any consideration which may be given to Commanders on the Active List, who have never served in that rank, may be awarded to them, and that they may be permitted to participate in any benefit, pecuniary or otherwise, which their brother officers, as Commanders, may be deemed to be entitled to. The Commanders on the M N List having been promoted under the same circumstances, and under the same Order in Council as the Reserved Captains, F G, they humbly hope they may share the just consideration of the Committee with their superiors in that rank.

And your Memorialists, with great respect, will ever pray.

Dated this 2d day of June 1863.

Charles Autridge.
John Adamson.
James W. Tomlinson.
Richard N. Williams.
John Nicholas.
James B. Somerville.
Henry P. Dicken,
Thomas Cull.
James B. Emery.
Chapman Wise.
George G. Paterson.
John Hay.
James Inglis.
Edward Maxey.
John Parsons.
Griffith G. Philipps.
John Sanders.
Thomas A. Lewis.
A. Stark Symes.
Edward Keane.
Thomas Creser.
Thomas Woods.
John Morshead.
William Vicary.
Thomas C. O'D. Whipple.
William Lory.
Joseph W. Crabb.
George B. Williams.
Benjamin Hooper.
John Billingsley.
William Hole.
William W. Oke.
Charles Friend.
Alfred Royer.
Henry Stewart.
Charles H. Kempthorn.
George T. C. Smith.
Thomas W. Langton.
James S. Lean.

Appendix, No. 13.

App. No. 13

PAPER handed in by Captain *Moore*, 22 June 1863.

COMPARISON OF SCHEMES OF RETIREMENT.—June 1860.

REMARKS on the Admiralty Proposal for Naval Retirement.

THE principal objection which has been urged against the proposed scheme for retirement, is that it avoids dealing with the flag-list.

If flag officers were compulsorily removed from the active-list at a certain age, and their vacancies are filled up, there can be no doubt that promotion would be accelerated, and the flag-list would contain a larger proportion of efficient officers.

This course, however, would be attended with considerable present and increasing expense; and when it is considered that at present there are only 19 flag officers employed, it can hardly be expected that the country will consent to maintain a list of 100 really effective admirals—the only excuse for that number being, that the list is, in fact, an active and superannuated list combined. But if, at the same time that officers above a certain age are removed, the active-list is reduced in numbers to a condition at all approaching to that which is sufficient to supply the requirements of the Service, it is very doubtful if any advantage, either in respect of efficiency of the list, or of advancement to officers in lower grades, will ensue, and though the susceptibilities of the old officers must be disregarded when they stand in the way of public advantage, their feelings may fairly be considered if no such result is to be anticipated. The best way of showing the inutility of dealing with the flag-list, will be to consider, in the first place, the proposition of Sir John Pakington, which is founded on the opposite principle, with regard to its probable effect on the flag-list, and its prospective influence on promotion, and then to compare this with what has, in these respects, happened during the last 10 years, and also with that which may be expected to occur should the Admiralty scheme be adopted. Assuming the ages and calculations of Mr. Finlaison to be correct, it appears from Sir John Pakington's own paper, that if his scheme had been adopted, he anticipated that the promotions during the following 10 years would have been as follows:—

49 Captains to the flag-list.
154 Commanders to be Captains.
238 or more Lieutenants to be Commanders.

The immediate expense he estimates at 15,000*l*. It must be observed, however, that this estimate is made on the assumption that the vacancies occasioned by the retirement of admirals and captains are not filled up, whilst the amount of promotion predicted depends on their being filled up.

The active flag-list is to be limited to 75 officers, who will all be necessarily below the age of 70.

No captain is to be promoted to the flag-list after attaining the age of 60, and all of that age are to be at once placed on a retired list. This, however, will fail to add to the efficiency of the flag-list, or to advance the promotion of captains, for amongst the 25 officers mentioned by Sir John Pakington, only one is qualified, nor have the others any chance of being qualified for their flags, and they will be equally removed on reaching the head of the list under the present system, but their vacancies now go to promotion; whereas, under Sir J. Pakington's plan, they are appropriated to the reduction of the list.

It may be seen also, that during the last three years, not above three officers have been promoted to be rear-admirals whose age exceeded 60.

Now, it appears from Mr. Finlaison's tables, that at the time Sir J. Pakington's scheme was prepared, there were on the flag-list no less than 78 officers below the age of 70; of whom 39 were below the age of 60, and six below the age of 50.

There is no reason to expect that the average age of the list is likely to increase; on the contrary, it has of late years regularly diminished, though, from year to year, as at present, fluctuations may occur.

In respect, therefore, of the efficiency of the flag-list, there is no reason to expect any important improvement by the adoption of Sir J. Pakington's scheme; on the contrary, the slow rate of promotion—five a year at most—would extend the period of rising through the captains' list, and though no officer above 60 would attain his flag, the age of reaching the head of the list would tend to that maximum, the more so from the proposal of adding seven additional years' service to the qualification for captain's rank—two as mate, three as lieutenant, and two as commander. So that, while at present an officer may attain post-rank at the age of 22, it would then be impossible to do so under 29.

Now, with regard to promotion of late years: there have been, during the 10 years, 1849 to 1859—

100 captains promoted to flag-list.
210 commanders „ captains.
383 lieutenants „ commanders.

Of

Of the 100 captains, 86 were in death vacancies; 14 by the creation of reserved pensions, and the retirement of the officers of Greenwich Hospital.

This amount of promotion has been accompanied by a considerable reduction of the captains' and commanders' lists.

Owing to the continual decrease of late years in the average age of the flag-list, the same amount of promotion cannot take place during the next 10 years; but if the Admiralty scheme be adopted, the following considerations enable the promotions that will occur in that period to be predicted approximately:—

Mr. Finlaison's calculations show that, during the next 10 years, 48 vacancies may be expected on the active flag-list, and 10 on the list of officers receiving service pensions and on Greenwich Hospital; total 58.

The promotions to fill up these vacancies, and making allowance for deaths, will remove about 155 captains from the list. The deaths among the remaining 200 captains, and the retirement of others, may add about 33 more vacancies, making 188 in all for the promotion of commanders, including the reduction of the list, to the authorised number of 350.

From the commanders' list, 64 officers will be removed at once by the proposed retirement, 60 more will be retired during the next 10 years, which, with the number of deaths (51) predicted by Mr. Finlaison amongst the commanders below the age of 50, and the vacancies caused by the promotion of 188 commanders, will give room for the promotion of 306 lieutenants, besides reducing the list to its proper dimensions of 450 officers.

The following Table shows the amount of promotion, actual and prospective, during the two periods:—

	1849 to 1859.	1860 to 1870.	
	Actually taken place.	Under the Admiralty Scheme.	Under Sir J. Pakington's Scheme.
Admirals - -	100	58	49
Captains - -	210	188	154
Commanders -	383	306	238

The probable state of the flag-list in 1870, if no change of the existing system as regards flag officers take place, may be arrived at in the following manner. The ages of the 73 senior captains, who served for their flags, and the probable deaths amongst them in 10 years, were, in June 1859, about as follows:—

	Probable Deaths.	Remaining.
15 between 55 and 61 -	4	11
31 „ 50 „ 55 -	7	24
16 „ 45 „ 50 -	3	13
8 „ 40 „ 45 -	1	7
3 „ 35 „ 40 -	—	3
73	15	58

Assuming that the deaths on the flag-list correspond with the calculations of Mr. Finlaison, and that the vacancies on the List A are filled from the oldest on the active-list, there will remain alive in 10 years— App. No. 13.

6	between	75	and	80
7	„	70	„	75
13	„	65	„	70
12	„	60	„	65
4	„	55	„	60
1	„	50	„	60

Adding to these the foregoing captains, who will then have received 10 years addition to their age and their flag rank, and we shall have a list of 100 admirals of the following ages:—

13	above the age of		70	
24	between	„	65	and 70
36	„	„	60	„ 65
17	„	„	55	„ 60
8	„	„	50	„ 55
3	„	„	45	„ 50

This is an improvement on the present list, and shows that the average age of admirals, under the present system, tends to decrease, and provides 88 officers below 70, instead of 75, as proposed by Sir J. Pakington.

Another objection made against the proposal of the Admiralty, is the exclusion of the time served in the rank of mate from the scale of service for retired pay.

It must be recollected that the object of the present proposal is to promote the present and future efficiency of the service, and not to redress the grievances of the older officers.

The case of those who in former years were kept long in the rank of mate, was certainly a hard one, but it is contrary to all precedent and to the object in view to introduce a measure with a view to its retrospective effect

These officers will benefit largely if this scheme is carried into effect; the complaint is, that they will not benefit so much as if the scheme had been calculated solely with a view to their advantage, instead of to the requirements of the present day.

It is obvious that the success of the scheme depends in a great measure on its financial character.

It is necessary, with a certain sum appropriated, to place the scale of service for retired pay on a certain footing. If the time served as mates were to be counted, it would be necessary, if the same cost is to be incurred, to increase the total amount of service required to entitle an officer to any given retired allowance.

One great object of the scheme is to provide an inducement to lieutenants to continue in active service; this inducement will be considerably diminished to the officers who have been promoted of late years, and who have generally been but a short time mates, if the pay, in proportion to service in the rank of lieutenant, is reduced, as must be the case if combined service in both ranks is allowed to count.

It must be observed, however, that the Admiralty proposal is far more favourable, even to the older officers than that of Sir J. Pakington, though in the plan of the latter, mates' time, after three years in that rank, is counted for retirement.

For instance, assuming an officer has six years' service as mate, which is about the average with those who will be immediately retired, he will have to complete, from his entry into the Navy,

App. No 13. the following periods of service, under the two schemes, to obtain about the same retired pay.

If a Commander:—

Sir J. Pakington's Plan.	Admiralty Scheme.	Amount of Pay per Diem.
Years.	*Years.*	*s. d. s. d.*
39	32	16 6
34	27	14 – or 14 6
29	24	12 – or 12 6
24	21	10 6
	Less than 21 yrs.	Half-pay.

If a Lieutenant:—

Sir J. Pakington's Plan.	Admiralty Scheme.	Amount of Pay per Diem.
Years.	*Years.*	*s. d. s. d.*
39	27	11 – and 11 6
34	24	10 –
29	21	9 – „ 8 9
24	18	7 –
19	Less than 18	6 – Half-pay.

Officers who have less service in the rank of mate will be still more favourably affected by the Admiralty proposal, as compared with that of Sir John Pakington. On the whole, while he rightly estimates the increased cost of the retired pay of commanders and lieutenants under his proposal as trifling, nearly the whole amount of the sum asked from Parliament for the Admiralty Scheme of retirement, is devoted to improve the condition of these officers.

Appendix, No. 14.

App. No. 14. PAPER handed in by Dr. *Gunn*, 12 June 1863.

SUBMISSIONS relative to the future RETIREMENT of the STAFF SURGEONS in the NAVY, filling the Situations of SURGEONS in Her MAJESTY'S DOCKYARDS.

First. That the 8th clause of the Order in Council, No. 370, May 1859, must be strained beyond its intention to apply it to staff-surgeons holding appointments in dockyards, for the following reasons:—

1. That on joining the dockyards they become dockyard officers, and are not disqualified by age for further service, until 65 years, under an Act of Parliament, passed in 1859, which supersedes an Order in Council.

2. That they become salaried officers, while the staff-surgeons, serving afloat or in hospitals, are on day-pay, the rate of which increases with their length of service on full-pay.

3. That as dockyard officers on salary, they are not adverted to in the Order in Council which legislated for officers on day-pay, and increased the day-pay of the officers in the different grades of the Medical Department on day-pay.

4. That dockyard appointments have usually been conferred upon meritorious officers, who, from the salary attached to the appointments, have accepted them in faith that their capabilities to serve would not be counteracted by age, at a great per-centage below that of other dockyard officers transferred from the Naval Service afloat to the dockyards.

5. That they consider themselves entitled to all the rights conferred upon the civil servants of the Crown, by the Superannuation Acts of 1834 and 1859, together with all other advantages conferred upon other dockyard officers as retiring allowances.

6. That hitherto the time served in dockyards has been reckoned as Civil Service time, upon which fact there are now four surgeons enjoying superannuation pensions for the same, in addition to a half-pay allowance, for previous services in the Navy, on day-pay afloat.

7. That the Order in Council of May 1859, was obtained by Sir John Pakington, with the intention of placing all Naval medical officers on an equal footing with their brethren in the Army, where there are no exceptions in the same rank, while the order referred to is silent as regards the interests of staff-surgeons in the Navy serving in dockyards.

Lastly. I have reason to know that the Medical Director-General of the Navy is of opinion that the 8th clause of the Order in Council of May 1859 was not intended to be retrospective in its application to those surgeons who had been transferred from the Naval Service afloat, to dockyards under the Order in Council of February 1855, which did not incapacitate them before 65 years of age for further service. Inspectors of Hospitals are not incapacitated for further service before 70 years of age, nor Deputy-Inspectors before they are 65 years, while the staff-surgeons in dockyards are superannuated at 60 years of age. It is yet to be discovered upon what principle the intellectual and physical powers of the latter are prostrated for the Civil Service of dockyards, while officers much their seniors are considered efficient to perform even more onerous duties in Naval Hospitals.

Wm. Gunn, M.D.,
Staff Surgeon,
Royal Navy.

Chatham Dockyard,
12 June 1863.

Appendix, No. 15.

App. No. 15.

Memorandum by Mr. *Finlaison*, Actuary of the National Debt.

I have been required by the Honourable the Select Committee of the House of Commons on Navy Promotion and Retirement, to compute the number of vacancies which will probably arise in certain lists of Flag Officers of the Royal Navy, under conditions proper to each one of four plans respectively, which have been supplied for my guidance.

To save unnecessary recapitulation, the conditions of each plan have been prefixed to the tabulated results corresponding to each scheme.

As the vacancies alluded to will not only arise from pre-arranged retirement at a particular age, but also from the deaths occurring among each class of officers, the question of the mortality likely to take place, has an important bearing on the case. It is necessary, therefore, to select a decrement of life, such as may be expected to correspond with the future decrease of life that will probably take place among the distinguished officers who are enrolled on the Flag Lists.

A law of mortality exactly suitable to the circumstances of the Flag Officers of the Navy, is supplied by the experience of the great English Tontine formed in the year 1789. The 4,197 male lives entering into the observations of the mortality of the 8,171 persons nominated (chiefly in infancy), for the purposes of that financial measure, were drawn from the ranks of the English gentry. The facts relating to their age, existence, or death, were all established on unimpeachable evidence. And, from a most careful abstract of those facts, the law of mortality in respect of persons of condition of either sex, has now for some time been ascertained, and placed before the world. It will be difficult to find a table more suitable to the present inquiry. From this source have been taken and applied the chances of mortality which indicate the probable number of vacancies that will take place by reason of death, on the lists of admirals during the next ensuing 10 years.

It is required to know:

1. "The number of vacancies which will probably take place on the Flag List (under present regulations) during each of the next 10 years."

In this plan, and in this plan only, the question of retirement does not arise.

Statement No. 1.

	1863-64.	1864-65.	1865-66.	1866-67.	1867-68.	1868-69.	1869-70.	1870-71.	1871-72.	1872-73.	Total.
113 Flag Officers:											
Vacancies, by death only - -	6	7	6	7	7	7	6	7	6	7	66

2. "The probable number of vacancies, supposing the Flag List reduced to 75 (exclusive of two Senior Officers, Admirals of the Fleet), and the age of retirement 70."

N.B.—It is to be observed that in respect of this, and the two following plans, my instructions are to assume that the age of retirement for Captains will be 60.

App. No. 15.

STATEMENT No. 2.

	1863-64.	1864-65.	1865-66.	1866-67.	1867-68.	1868-69.	1869-70.	1870-71.	1871-72.	1872-73.	TOTAL.
2 Admirals of the Fleet; 75 Flag Officers:											
Retirements - - - - -	2	1	2	5	4	2	1	4	-	3	24
Deaths - - - - - -	2	3	2	3	2	3	2	3	2	3	25
Vacancies - - - - -	4	4	4	8	6	5	3	7	2	6	49

3. " The probable number of vacancies, supposing the Flag List reduced to 75 (exclusive of two senior officers as before), and the age of retirement for Vice-Admirals, 70; and for Rear-Admirals, 65."

STATEMENT No. 3.

	1863-64.	1864-65.	1865-66.	1866-67.	1867-68.	1868-69.	1869-70.	1870-71.	1871-72.	1872-73.	TOTAL.
2 Admirals of the Fleet; 75 Flag Officers:											
Retirements - - - - -	4	2	4	4	4	2	2	3	2	2	29
Deaths - - - - - -	2	2	3	2	3	2	3	2	3	2	24
Vacancies - - - - -	6	4	7	6	7	4	5	5	5	4	53

4. " The probable number of vacancies in the Flag List according to Sir John Hay's plan; that is to say, number on Flag List taken at 60 (exclusive of two senior officers as before, and two officers considered as supernumerary, whose flags are now flying), and age of retirement for Vice-Admirals, 70; and for Rear-Admirals, 65."

STATEMENT No. 4.

	1863-64.	1864-65.	1865-66.	1866-67.	1867-68.	1868-69.	1869-70.	1870-71.	1871-72.	1872-73.	TOTAL.
2 Admirals of the Fleet; 60 Flag Officers (2 ditto afloat, omitted):											
Retirements - - - - -	1	1	2	3	1	-	-	2	2	1	12
Deaths - - - - - -	1	3	2	2	2	2	2	2	3	2	21
Vacancies - - -	2	4	4	5	3	2	2	4	5	2	33

It will be seen that under the first plan 66 vacancies will be afforded for the promotion of 66 officers from the Captains' List. It has been found that the second plan would extend the promotion to the 83d qualified captain.

Because while there would be 49 vacancies provided, there would also be 34 captains removed by previous promotion, and by attainment of the age of 60. Under the third plan, the promotion would similarly extend to the 83d qualified captain. And, as under that plan 53 step into vacancies, 30 captains would be removed by previous promotion and by attainment of the age of 60.

The fourth plan extends to the 55th qualified captain, because of 33 vacancies, 22 captains being removed through previous promotion, and by attainment of the age of 60. The unimportant amount of mortality which will take place among the qualified captains before promotion, although not lost sight of, has not been included in these statements, but would, perhaps, have been somewhat greater in its acceleration of the promotion under the plan No. 1.

I have been invited to express an opinion as to the comparative efficacy of the four plans. It is with some diffidence that I venture to form a judgment on the point. But it does appear to me that, relatively to the other plans, for extent of promotion combined with the formation of an effective list of younger officers, the third seems to merit a preference.

Because,

App. No. 15.

Because, out of the respective numbers from which vacancies are assumed to arise, I find that—

Under the 1st plan there will be yielded 58 per cent. of vacancies.
Ditto - 2d - - ditto - - - 64 per cent. ditto.
Ditto - 3d - - ditto - - - 69 per cent. ditto.
Ditto - 4th - - ditto - - - 53 per cent. ditto.

Again; when account is taken of the average age of the 20 junior Rear-Admirals on each list respectively, who, by computation, would be found at the foot of each list 10 years hence, in 1873; it is observed that—

Under the 1st plan their average age would be 60 years.
Ditto - 2d - - - ditto - - - - - - 55½ ditto.
Ditto - 3d - - - ditto - - - - - - 56½ ditto.
Ditto - 4th - - - ditto - - - - - - 56½ ditto.

The absolute amount of promotion, no doubt, is greatest under the present system, as there is a larger number present out of which vacancies by death will arise, and a list always composed, perhaps, of older officers. The average age of the whole present Flag List of 113 officers in 1863, is 65 years. That of the 27 Vice-Admirals on that list is also 65. The mean age of the 51 Rear-Admirals on the same list is 57½ years. But it is also proper to point out that the medium age of the 20 Rear-Admirals lowest on the present list is not now more than 54½ years. It is therefore rather difficult to decide between the merits of the first and third plans, looking at the last-mentioned fact.

Alexander Glen Finlaison,
Actuary of the National Debt.

National Debt Office,
29 June 1863.

Appendix, No. 16.

App. No. 16.

MAXIMUM RETIRING PENSIONS for the following OFFICERS in the FRENCH NAVY.

RANK.	French Money.	English Money.	Age Retired.
	Francs.	£. *s.* *d.*	
Capitaine de Vaisseau - - - -	4,680	187 4 –	60 years.
Capitaine de Frégate - - - -	3,744	149 15 –	60 years.
Lieutenant de Vaisseau - - -	2,544	101 15 –	55 years.
Enseigne de Vaisseau - - - -	2,016	80 13 –	Not fixed.
Aspirant et Volontaire - - - -	1,680	67 5 –	Not fixed.

1re Partie.—(No. 2).

Solde.

OFFICIERS DE VAISSEAU.

GRADES.	SOLDE DE PRÉSENCE.															
	Intégrale, ou à la Mer.								À Terre.							
	Par An.		Par Mois.				Par Jour.			Par An.		Par Mois.			Par Jour.	
	Fr.	£. s.	Fr.	£.	s.	d.	Fr.	£.	s. d.	Fr.	£.	Fr.	£.	s. d.	Fr.	£. s. d.
Amiral (a)	—		—	—			—	—		30,000	1,200	2,500·000	100	— —	83·333	3 6 8
Vice-Amiral	18,000	720 —	1,500·000	60	—	—	50·000	2	— —	15,000	600	1,250·000	50	— —	41·666	1 13 4
Contre-Amiral	12,000	480 —	1,000·000	40	—	—	33·333	1	6 8	10,000	400	833·333	33	6 8	27·777	1 2 2½
Capitaine de Vaisseau de 1re cl.	6,000	240 —	500·000	20	—	—	16·666	—	13 4	5,000	200	416·666	16	13 4	13·888	— 11 1¼
Capitaine de Vaisseau de 2e cl.	5,400	216 —	450·000	18	—	—	15·000	—	12 —	4,500	180	375·000	15	— —	12·500	— 10 —
Capitaine de Frégate	4,200	168 —	350·000	14	—	—	11·666	—	9 4	3,500	140	291·666	11	13 4	9·722	— 7 9¼
Lieutenant de Vaisseau de 1re cl.	3,000	120 —	250·000	10	—	—	8·333	—	6 8	2,500	100	208·333	8	6 8	6·944	— 5 6¼
Lieutenant de Vaisseau de 2e cl.	2,400	96 —	200·000	8	—	—	6·666	—	5 4	2,000	80	166·666	6	13 4	5·555	— 4 5¼
Enseigne de Vaisseau	1,800	72 —	150·000	6	—	—	5·000	—	4 —	1,500	60	125·000	5	— —	4·166	— 3 4
Aspirant de 1re cl.	1,000	40 —	83·333	3	6	8	2·777	—	2 2	1,000	40	83·333	3	6 8	2·777	— 2 2½
Aspirant de 2e cl.	600	24 —	50·000	2	—	—	1·666	—	1 4	600	24	50·000	2	— —	1·666	— 1 4
Volontaire de 1re cl.	600	24 —	50·000	2	—	—	1·666	—	1 4	—	—	—	—		—	—
Volontaire de 2e cl.	480	19 4	40·000	1	12	—	1·333	—	1 —½	—	—	—	—		—	—

(a) Ce traitement est dû aux Amiraux dans toutes les positions. Il se cumule, quand il y a lieu, avec le traitement de Commandant en Chef, lequel est déterminé par décision impériale, à raison de la nature et de l'importance du commandement.

2e Partie.—(No. 3).

Suppléments.

OFFICIERS DE VAISSEAU.

GRADES.	SUPPLÉMENTS DE SOLDE.															
	Dans Paris et en Algérie.									Aux Colonies.						
										En Service.						
	Par An.		Par Mois.				Par Jour.			Par An.		Par Mois.			Par Jour.	
	Fr.	£. s.	Fr.	£.	s.	d.	Fr.	s.	d.	Fr.	£. s.	Fr.	£.	s. d.	Fr.	s. d.
Amiral	—	—	—	—			—	—		—	—	—	—		—	—
Vice-Amiral	—	—	—	—			—	—		—	—	—	—		—	—
Contre-Amiral	—	—	—	—			—	—		—	—	—	—		—	—
Capitaine de Vaisseau de 1re cl.	1,000·000	40 —	83·333	3	6	8	2·777	2	2½	2,500	100 —	208·333	8	6 8	6·944	5 6¼
Capitaine de Vaisseau de 2e cl.	900·000	36 —	75·000	3	—	—	2·500	2	—	2,250	90 —	187·500	7	10 —	6·250	5 —
Capitaine de Frégate	700·000	28 —	58·333	2	6	8	1·944	1	7	1,750	70 —	145·833	5	16 8	4·861	3 10½
Lieutenant de Vaisseau de 1re cl.	625·000	25 —	52·083	2	1	8	1·736	1	4¾	1,875	75 —	156·250	6	5 —	5·208	4 2½
Lieutenant de Vaisseau de 2e cl.	500·000	20 —	41·666	1	13	4	1·388	1	1½	1,500	60 —	125·000	5	— —	4·166	3 4
Enseigne de Vaisseau	500·000	20 —	41·666	1	13	4	1·388	1	1¼	1,500	60 —	125·000	5	— —	4·166	3 4
Aspirant de 1re cl.	333·333	13 6	27·777	1	2	3	0·926	—	9	1,000	40 —	83·333	3	6 8	2·777	2 2½
Aspirant de 2e cl.	—	—	—	—			—	—		600	24 —	50·000	2	— —	1·666	1 4
Volontaire de 1re cl.	—	—	—	—			—	—		600	24 —	50·000	2	— —	1·666	1 4
Volontaire de 2e cl.	—	—	—	—			—	—		480	19 4	40·000	1	12 —	1·333	1 —½

(No. 31.)

INDEMNITÉ DE LOGEMENT ET D'AMEUBLEMENT.

GRADES ET EMPLOIS.	FIXATION DE L'INDEMNITÉ.								
	De Logement.								
	Par An.			Par Mois.			Par Jour.		
Officiers de Vaisseau.	Fr.	£.	s. d.	Fr.	£.	s. d.	Fr.	£.	s. d.
Vice-Amiral	1,800	72	— —	150	6	— —	5·000	—	4 —
Contre-Amiral	1,200	48	— —	100	4	— —	3·333	—	2 8
Capitaine de Vaisseau	960	38	8 —	80	3	4 —	2·666	—	2 1
Capitaine de Frégate	840	33	12 —	70	2	16 —	2·333	—	1 10½
Lieutenant de Vaisseau	360	14	8 —	30	1	4 —	1·000	—	— 9½
Enseigne de Vaisseau	240	9	12 —	20	—	16 —	0·666	—	— 6¼
Aspirant et Volontaire	240	9	12 —	20	—	16 —	0·666	—	— 6¼

1re Partie.—(No. 2).

OFFICIERS DE VAISSEAU.

SOLDE D'ABSENCE PAR JOUR.

En Congé.				À l'Hôpital.				À l'Hôpital en Congé.				En Captivité.			
À 2/3.		À 1/2.		Avec Solde à Terre.		Avec Solde à la Mer.		À 2/3.		À 1/2.					
Fr.	s. d.	Fr.	s. d.	Fr.	s. d.	Fr.	s. d.	Fr.	s. d.	Fr.	s. d.	Fr.	£. s. d.
—	—	—	—	—	—	—	—	—	—	—	—	—	—
–	–	–	–	–	–	–	–	–	–	–	–	25·000	1 – –
–	–	–	–	–	–	–	–	–	–	–	–	16·666	– 13 4
9·259	7 5	6·944	5 6½	10·888	8 8½	13·666	10 10¾	6·259	5 –	3·944	3 1½	8·333	– 6 8
8·333	6 8	6·250	5 –	9·500	7 7	12·000	9 7	5·333	4 3	3·250	2 7	7·500	– 6 –
6·481	5 2	4·861	3 10½	6·722	5 4½	8·666	6 11¼	3·481	2 10	1·861	1 6	5·833	– 4 8
4·629	3 8	3·472	2 10	4·944	3 11½	6·333	5 –½	2·629	2 1½	1·472	1 2	4·166	– 3 4
3·703	2 11½	2·777	2 2½	3·555	2 10	4·666	3 8¾	1·703	1 4½	0·777	– 7¾	3·333	– 2 8
2·777	2 2¾	2·083	1 8	2·666	2 1	3·500	2 10	1·277	1 –¼	0·583	– 5¾	2·500	– 2 –
1·851	1 5¾	1·388	1 1¼	1·777	1 5	1·777	1 5	0·851	– 8	0·388	– 3¾	1·388	– 1 1¼
1·111	– 10½	0·833	– 7¾	0·666	– 6¼	0·666	– 6½	0·111	– 1	–	–	0·833	– – 7¾
–	–	–	–	–	–	0·666	– 6¼	–	–	–	–	0·833	– – 7¾
–	–	–	–	–	–	0·333	– 3	–	–	–	–	0·666	– – 6¼

Nota.—La solde en route des officiers de vaisseau voyageant en détachement avec la troupe se compose de la solde intégrale du grade (quotité journalière) augmentée de l'indemnité de séjour déterminée par le règlement sur les frais de route.

2e Partie.—(No. 3).

OFFICIERS DE VAISSEAU.

SUPPLÉMENTS DE SOLDE.

À l'Hôpital.		Aux Capitaines de Pavillon et aux Officiers Attachés aux Etats-Majors Généraux.						Aux Officiers chargés du Détail à Bord des Bâtiments Armés et en disponibilité de Rade. (a)					
Par Jour.		Par An.		Par Mois.			Par Jour.	Par An.		Par Mois.			Par Jour.
Fr.	s. d.	Fr.	£.	Fr.	£. s. d.		Fr.	s. d.	Fr.	£.	Fr.	£. s. d.	Fr.	s. d.
—	—	—	—	—	—		—	—	—	—	—	—	—	—
—	—	—	—	—	—		—	—	—	—	—	—	—	—
–	–	6,000	240	500·000	20 – –		16·666	13 4	—	—	—	—	—	—
5·444	4 4½	3,000	120	250·000	10 – –		8·333	6 8	—	—	—	—	—	—
4·750	3 9½	2,700	108	225·000	9 – –		7·500	6 –	—	—	—	—	—	—
3·361	2 8	2,100	84	175·000	7 – –		5·833	4 8	500	20	41·666	1 13 4	1·388	1 1½
3·708	2 11½	1,500	60	125·000	5 – –		4·166	3 4	350	14	29·166	1 3 4	0·972	– 9¼
2·666	2 1	1,200	48	100·000	4 – –		3·333	2 8	300	12	25·000	1 – –	0·833	– 7¾
2·666	2 1	900	36	75·000	3 – –		2·500	2 –	200	8	16·666	– 13 4	0·555	– 5½
1·777	1 5	500	20	41·666	1 13 4		1·388	1 1¼	350	14	29·166	1 3 4	0·972	– 9¼
0·666	– 6¼	–	–	–	–		–	–	200	8	16·666	– 13 4	0·555	– 5½
0·666	– 6¼	–	–	–	–		–	–	200	8	16·666	– 13 4	0·555	– 5½
0·333	– 3	–	–	–	–		–	–	200	8	16·666	– 13 4	0·555	– 5½

(a) Ce supplément n'est pas dû aux officiers chargés du détail à bord des bâtiments en commission de port.

(No. 31.)

INDEMNITÉ DE LOGEMENT ET D'AMEUBLEMENT.

FIXATION DE L'INDEMNITÉ.

D'Ameublement.								OBSERVATIONS.
Par An.				Par Mois.			Par Jour.	
Fr.	£. s. d.			Fr.	£. s. d.		Fr.	£. s. d.	
600	24 – –			50·000	2 – –		1·666	– 1 4	1°. Tous les officiers et employés compris au présent tableau reçoivent, dans les positions qui donnent droit au supplément de solde colonial, les indemnités de logement et d'ameublement d'après une quotité double de celle qui est déterminée par le présent Tarif (Art. 96 du Decret).
400	16 – –			33·333	1 6 8		1·111	– – 10½	
320	12 16 –			26·666	1 1 4		0·888	– – 8½	
280	11 4 –			23·333	– 18 8		0.777	– – 7½	
180	7 4 –			15·000	– 12 –		0 500	– – 5	
120	4 16 –			10·000	– 8 –		0·333	– – 3	
120	4 16 –			10·000	– 8 –		0.333	– – 3	

(No. 32.)

TRAITEMENT DE TABLE.

GRADES.	Allocations Journalières. Sur le Pied de France. No. 1.			Sur le Pied Colonial. Art. 133. No. 2.			Art. 134. No. 3.		
	Frs.	£.	*s. d.*	*Frs.*	£.	*s. d.*	*Frs.*	£.	*s. d.*
Vice-Amiral — Commandant-en-Chef — Présent à bord	60·000	2	8 –	75·000	3	– –	80·000	3	4 –
Vice-Amiral — Commandant-en-Chef — En mission hors du bord (Art. 143)	50·000	2	– –	62·500	2	10 –	66·666	2	13 4
Vice-Amiral — Commandant une Division — Présent à bord	50·000	2	– –	62·500	2	10 –	66·666	2	13 4
Vice-Amiral — Commandant une Division — En mission hors du bord (Art. 143)	40·000	1	12 –	50·000	2	– –	53·333	2	2 8
Contre-Amiral — Commandant-en-Chef — Présent à bord	55·000	2	4 –	68·750	2	15 –	73·333	2	18 8
Contre-Amiral — Commandant-en-Chef — En mission hors du bord (Art. 143)	45·000	1	16 –	56·250	2	5 –	60·000	2	8 –
Contre-Amiral — Commandant une Division — Présent à bord	45·000	1	16 –	56·250	2	5 –	60·000	2	8 –
Contre-Amiral — Commandant une Division — En mission hors du bord (Art. 143)	35·000	1	8 –	43·750	1	15 –	46·666	1	17 4
Officier général et Officier commandant — Allocation speciale dans les cas prévus aux Art. 123 et 131, pour les offic. sup. et l'aumôn. attachés à l'Etat Maj.-génér.	8·000	–	6 5	10·000	–	8 –	10·666	–	8 6½
Capitaine de Vaisseau commandant, avec un officier supérieur pour second — une division navale — Présent à bord	40·000	1	12 –	50·000	2	– –	53·333	2	2 8
Capitaine de Vaisseau commandant, avec un officier supérieur pour second — une division navale — En mission hors du bord (Art. 143)	32·000	1	5 7	40·000	1	12 –	42·666	1	14 1½
Capitaine de Vaisseau commandant, avec un officier supérieur pour second — un bâtiment armé en rade ou à la mer — Présent à bord	30·000	1	4 –	37·500	1	10 –	40·000	1	12 –
Capitaine de Vaisseau commandant, avec un officier supérieur pour second — un bâtiment armé en rade ou à la mer — En mission hors du bord (Art. 143)	22·000	–	17 7	27·500	1	1 11½	29·333	1	3 6
Capitaine de Vaisseau commandant, avec un officier supérieur pour second — un bâtiment armé dans le port (Art. 139, 140, et 141)	13·000	–	10 5	—	—		—	—	
Capitaine de Vaisseau commandant, avec un officier supérieur pour second — un bâtiment en disponibilité, ou en commission de rade	13·000	–	10 5	—	—		—	—	
Capitaine de Vaisseau commandant, n'ayant pas d'officier supérieur pour second — une division navale — Présent à bord	35·000	1	8 –	43·750	1	15 –	46·666	1	17 4
Capitaine de Vaisseau commandant, n'ayant pas d'officier supérieur pour second — une division navale — En mission hors du bord (Art. 143)	27·000	1	1 7	33·750	1	7 –	36·000	1	8 9½
Capitaine de Vaisseau commandant, n'ayant pas d'officier supérieur pour second — un bâtiment armé en rade ou à la mer — Présent à bord	25·000	1	– –	31·250	1	5 –	33·333	1	6 8½
Capitaine de Vaisseau commandant, n'ayant pas d'officier supérieur pour second — un bâtiment armé en rade ou à la mer — En mission hors du bord (Art. 143)	17·000	–	13 7	21·250	–	17 1½	12·666	–	18 1½
Capitaine de Vaisseau commandant, n'ayant pas d'officier supérieur pour second — un bâtiment armé dans le port (Art. 139, 140, et 141)	13·000	–	10 5	—	—		—	—	
Capitaine de Vaisseau commandant, n'ayant pas d'officier supérieur pour second — un bâtiment en disponibilité ou en commission de rade	13·000	–	10 5	—	—		—	—	
Capitaine de Frégate commandant (*a*) — un bâtiment armé en rade ou à la mer — Présent à bord	20·000	–	16 –	25·000	1	– –	26·666	1	1 4
Capitaine de Frégate commandant (*a*) — un bâtiment armé en rade ou à la mer — En mission hors du bord (Art. 143)	12·000	–	9 7	15·000	–	12 –	16·000	–	12 9½
Capitaine de Frégate commandant — un bâtiment armé dans le port (Art. 139, 140, et 141)	10·000	–	8 –	—	—		—	—	
Capitaine de Frégate commandant — un bâtiment en disponibilité, en commission de port, ou un station[re]	10·000	–	8 –	—	—		—	—	
Capitaine de Frégate second (*b*) — dans les cas prévus aux Art. 139, 140, et 141	5·000	–	4 –	—	—		—	—	
Lieutenant de Vaisseau commandant — un bâtiment armé en rade ou à la mer — Présent à bord	15·000	–	12 –	18·750	–	15 –	20·000	–	16 –
Lieutenant de Vaisseau commandant — un bâtiment armé en rade ou à la mer — En mission hors du bord	9·000	–	7 2½	11·250	–	9 –	12·000	–	9 7
Lieutenant de Vaisseau commandant — un bâtiment armé dans le port (Art. 139, 140, et 141)	7·000	–	5 7	—	—		—	—	
Lieutenant de Vaisseau commandant — un bâtiment en disponibilité, en commission de rade, ou un station[re]	6·000	–	4 9½	—	—		—	—	
Officier commandant — Allocation spéciale pour l'aumônier attaché au bâtiment	5·000	–	4 –	6·250	–	5 –	6·666	–	5 4
Enseigne de Vaisseau commandant — un bâtiment armé en rade ou à la mer — Présent à bord	10·000	–	8 –	12·500	–	10 –	13·333	–	10 8
Enseigne de Vaisseau commandant — un bâtiment armé en rade ou à la mer — En mission hors du bord	4·000	–	3 2½	5·000	–	4 –	5·333	–	4 3
Enseigne de Vaisseau commandant — un bâtiment armé dans le port (Art. 139, 140, et 141)	5·000	–	4 –	—	—		—	—	
Enseigne de Vaisseau commandant — un bâtiment en disponibilité en commission de rade, ou un station[re]	5·000	–	4 –	—	—		—	—	
Aspirante et volontaire commandant provisoirement — un bâtiment armé en rade ou à la mer — Présent à bord	6·000	–	4 9½	7·500	–	6 –	8·000	–	6 5
Aspirante et volontaire commandant provisoirement — un bâtiment armé en rade ou à la mer — En mission hors du bord	2·000	–	1 7	2·500	–	2 –	2·666	–	2 1½
Aspirante et volontaire commandant provisoirement — un bâtiment armé dans le port (Art. 139, 140, et 141)	3·000	–	2 5	—	—		—	—	
Maître commandant provisoirement — un bâtiment armé en rade ou à la mer — Présent à bord	5·000	–	4 –	6·250	–	5 –	6·666	–	5 4
Maître commandant provisoirement — un bâtiment armé en rade ou à la mer — En mission hors du bord	—	—		—	—		—	—	
Maître commandant provisoirement — un bâtiment armé dans le port (Art. 139, 140, et 141	2·500	–	2 –	—	—		—	—	
Second Maître ou Quartier Maître commandant provisoirement — un bâtiment armé en rade ou à la mer — Présent à bord	4·000	–	3 2½	5·000	–	4 –	5·333	–	4 3
Second Maître ou Quartier Maître commandant provisoirement — un bâtiment armé en rade ou à la mer — En mission hors du bord	—	—		—	—		—	—	
Second Maître ou Quartier Maître commandant provisoirement — un bâtiment armé dans le port (Art. 139, 140, et 141)	2·000	–	1 7	—	—		—	—	
Officiers composant l'État Major	2·250	–	1 9	3·000	–	2 5	3·375	–	2 8½
Aspirants et autres	1·000	–	– 9½	1·333	–	1 1	1·500	–	1 2½

(*a*) Le Capitaine de Frégate exerçant par suite de circonstances quelconques un commandement dévolu par les règlements à un Capitaine de Vaisseau, et ayant, dans cette position, pour second un officier de son grade, c'est à dire, devant être nourri à sa table, reçoit l'allocation de traitement de table de Capitaine de Vaisseau, commandant un bâtiment armé, et n'ayant pas d'officier supérieur pour second.

(*b*) La même allocation est allouée dans le port aux aumôniers embarqués, ainsi qu'aux officiers supérieurs admis à la table de l'Amiral ou du Commandant.

Appendix, No. 17.

App. No. 17.

SUGGESTIONS for the Improvement of the Position of NAVAL INSTRUCTORS, and for the Advancement of EDUCATION in the ROYAL NAVY.

To the Right Honourable the Chairman, and the Honourable Committee of the House of Commons, now sitting on Naval Promotion and Retiremement.

THE following SUGGESTIONS for the Improvement of the Position of Naval Instructors, and for the Advancement of Education in the Royal Navy, are humbly submitted for consideration, by *William S. Harvey*, Naval Instructor, F. R. G. S.:—

1. To abolish the union of the two offices of Naval Instructor and Chaplain.
2. To make the office of Naval Instructor progressive in rank and pay.
3. To have a Head Naval Instructor, to whom all communications should be made, through the Captain.
4. To allow Naval Instructors an increase of pay in lieu of tuition money, and to have a retirement after 10 years' service.
5. Naval Instructors serving more than 10 years at sea to be allowed 6*d.* a day for every year above that period, and to have rank as Chief Instructor.
6. To re-establish the Royal Naval College for the education of Naval Cadets, and to have a Frigate attached, in which the young officers could make short voyages, so as practically to learn their duties at sea.

(signed) *W. S. Harvey*,
Naval Instructor.

26 June 1863.

Appendix, No. 18.

App. No. 18.

STATEMENT of the GRIEVANCES of the 51 LIEUTENANTS, who being 60 years of age, were, under the Order in Council of 1st August 1860, retired from the COAST GUARD SERVICE with the Rank of Commander, and placed upon the List of Retired Commanders, lettered W.

First.—THAT they are allowed to count only one year out of three served in the coast guard.

Secondly. — That their retired pension is awarded on a triennial, instead of an annual scale of service.

Thirdly.—That the first two years of their mates' time is not allowed to reckon for retirement.

They would therefore respectfully submit that for the time served in the coast guard when under the customs, they should be allowed to count for retirement, two years out of three; and from the time that the coast guard was placed under the Admiralty, they should be classed for retirement the same as mail and transport agents afloat, namely, that the first three years served should count as full sea time, and the remainder in the proportion of three years of coast guard service, to two years of sea service.

That their retired pension should be awarded according to an annual instead of a triennial scale of service.

That the whole of their mates' time should be allowed to reckon for retirement.

They beg to state that many of the officers who were thus retired, served during the last eventful French war, and subsequently for many years in the coast guard, that their experience and discipline formed the mainspring for the organization of this important service, and mainly contributed to the complete suppression of smuggling.

That the incalculable services rendered to the mercantile interests, and the number of lives saved from shipwreck by officers and men of the coast guard, at the imminent hazard of their own, are proved by the returns at the Coast Guard Office in London.

That by "General Memorandum to the Coast Guard, dated 1st October 1856, all officers and men borne on ships' books, were granted all the privileges of the service, at the same time becoming subject to courts martial and all the pains and penalties of the Royal Naval Service."

That the officers employed in the coast blockade whose names were borne on the books of the Hyperion and Ramillies, but who resided on shore, are, under the Order in Council of 1st August 1860, allowed to count the time so served as sea time; whereas, the officers employed in the coast guard service, whose names are borne on the books of the district coast guard ships but who reside on shore, are only allowed to count their time as one third.

That in the case of officers selected for promotion from the coast guard, time served in the coast guard service is allowed as full sea time; whereas, the time served by those who are compelled to retire on attaining 60 years of age, or in consequence of illness, even if contracted in the service, is only allowed to count in the proportion of three years coast guard to one year of sea service.

Under these circumstances, the officers retired from the coast guard with the rank of commander, humbly hope that the honourable Committee on Navy Promotion and Retirement, will recommend in their report, that the grievances complained of should be redressed.

In order to prove how seriously an officer retired from the coast guard service may suffer from the application of the rule of only one year in three being allowed to reckon for retirement, and also from the adoption of the triennial instead of an annual scale of service—

App. No. 18.

The following case is given:

Lieutenant A is selected for promotion from the coast guard, and having served three years at sea as lieutenant, and 12 years and a few weeks in the coast guard, the latter time counting full sea time in consequence of his having been selected for promotion, retires on 11*s.* 6*d.* per diem, his total service in the rank of lieutenant being 15 years and a few weeks.

Lieutenant B is not so fortunate; he likewise has served three years afloat as lieutenant, and after having served 26 years 11 months in the coast guard, is, either in consequence of his attaining 60 years of age, or it may be before that time, by reason of illness, retired on a pension of 7*s.* per diem, as his time only counts as one third, and as he cannot make up a complete period of three years; thus his time, 26 years 11 months in the coast guard, being valued at one third, is reduced to 8 years 11 months 20 days, which added to his previous 3 years sea time, makes 11 years 11 months 20 days. This is again further reduced to 9 years, as a fractional part of a period of three years is not allowed to count.

So although B has served 29 years 11 months as a lieutenant, he can only count nine years of that period for retirement; B therefore, who has served the same time afloat as A, and nearly 15 years longer in the coast guard, is retired on 4*s.* 6*d.* per diem less pay than A.

Edwd. Geo. Elliott,
Retired Commander, W. List.

Appendix, No. 19.

MEMORANDUM.

App. No. 19.

In forming an opinion as to the comparative efficacy of the present plan of promotion of captains to the Active Flag List, and of the plan numbered 3 in Mr. Finlaison's memorandum, it appears necessary to take into consideration not only the probable condition of the Active Flag List, and number of promotions to it which it is calculated by Mr. Finlaison will take place under each of the two plans in the course of the next 10 years, but also the probable state of the senior portion of the captains' Active List at the expiration of the same period, as the continued efficiency of the Active Flag List must depend on the efficiency of those officers who will fill the vacancies which may occur on it.

Assuming that Mr. Finlaison's calculations as to the number of promotions to the Flag List during the next 10 years prove correct, and that under the present plan Captain Shadwell (seniority, 7th February 1853) will become the junior rear-admiral the beginning of July 1873, it appears that of the senior 100 captains then at the head of their list who are or may become qualified for their Active Flag—

1	will be	above 75	years of age,
2	will be	from 70 to 75	years of age,
2	„	65 to 70	„
29	„	60 to 65	„
37	„	55 to 60	„
23	„	50 to 55	„
6	„	45 to 50	„

The youngest of the senior 25 out of the above 100 will then be 48 years of age, and only four from 50 to 55.

The average age will be 57 ½ years.

The junior officer of the 100 will be Captain Moorman (seniority, 7th September 1857).

Under the plan numbered 3, it appears that Captain Paynter (seniority, 17th April 1854) will be the junior rear-admiral in July 1873; and that of the senior 100 captains then at the head of their list, who are or may become qualified for their Active Flag—

45	will be	from 55 to 60	years of age.
34	„	50 to 55	„
16	„	45 to 50	„
5	„	40 to 45	„

The two youngest of the senior 25 of the above 100 will be each 46 years of age, one 48, one 49, and nine from 50 to 55 years of age.

The average age will be 53 ¾ years.

The junior officer of the 100 will be Captain Pasley (seniority, 6th August 1860). It should be observed, that in addition to the 17 steps which will be gained by Captain Paynter and the officers of his standing, if plan numbered 3 be substituted for the present plan, Captain Pasley will have gained in July 1873 no less than 27 additional steps by the retirement, on completing their 60th year, of that number of qualified captains who stand on the list between Captains Paynter and Pasley.

Thus, in 10 years' time, Captain Pasley will have advanced 44 steps nearer to his flag under plan 3 than it is calculated he will do under plan 1.

If the inquiry were carried still further down the list of captains, the advantages of a compulsory age retirement in securing a due flow of promotion, and in passing captains more rapidly through their list, would become still more strikingly apparent.

Should the present plan of promotion be continued, the Active Flag List will gradually relapse into its former state of inefficiency, and the difficulty may have to be dealt with under less advantageous circumstances than the present.

Appendix, No. 20.

MEMORANDUM prepared by Mr. *Charles Berkeley* upon Paper No. 19.

App. No. 20.

In which it is stated, that "Assuming that Mr. Finlaison's calculations as to the number of promotions to the Flag List during the next 10 years prove correct, and that under the present plan Captain Shadwell (seniority, 7th February 1853) will become the junior rear-admiral the beginning of July 1873, it appears that of the senior 100 captains then at the head of their list who are or may become qualified for their Active Flag—

1	will be	above 75	years of age,
2	will be	from 70 to 75	years of age,
2	„	65 to 70	„
29	„	60 to 65	„
37	„	55 to 60	„
23	„	50 to 55	„
6	„	45 to 50	„

"The youngest of the senior 25 out of the above 100 will then be 48 years of age, and only four from 50 to 55.

"The average age will be 57½ years.

"The junior officer of the 100 will be Captain Moorman (seniority, 7th September 1857)."

I consider that this calculation is likely to mislead, unless more clearly explained; as it appears that this is computed without taking into account the rate of mortality during the next 10 years, which would obviously materially upset the calculation; it also appears by the Navy List, that between Captain Shadwell and Captain Moorman, there are now 118 officers, yet this memorandum assumes that 100 of these will become qualified for active flag rank by sea service, and that only 18 will be removed to the Reserved List, not being qualified. But by the Rev. Mr. Harvey's Tabular List of Officers, it appears that 22 only of these 118 are actually qualified, and 37 are now serving, and will probably become qualified, *i.e.*, only 59 can be reckoned as tolerably certain; of the remainder, 25 have served a part of their time, varying from a few months to four, and in some cases five years, but yet they must each be selected again for employment before they can be considered as tolerably certain of becoming qualified, and the remaining 34 have not served as yet as captains, so that they must each be selected twice for employment; it therefore appears unreasonable to assert that so many as 100 out of 118, are or may become qualified for their active flag rank.

Besides the consideration of the manner in which the rules with regard to sea service may be carried out, is entirely overlooked; at present almost every captain whose name is borne on a ship's books, counts his time as sea service, whether he does duty on the sea or not; and a captain, whose name may be on the books of a ship in a home port, counts his time at the reduced rate of four years for six, should war be declared in any part of the world.

Even under the present mode of computing sea time, I consider it very doubtful if more than 80 out of these 118 captains would become qualified, and if the calculation were carried on in accordance with this opinion, it would be found that several much younger officers would be included, and that instead of its being represented that six will be from 45 to 50 years of age, there would be at least 18 from 40 to 50 years of age.

In comparing the rate of promotion under plan (marked No. 3 in Mr. Finlaison's Memorandum), it must not be overlooked that in framing the list of 75 active flag officers (after removing from the present list those who would be aged) 11 captains would at once be promoted to the active flag list, thereby giving No. 3 plan a great advantage at starting. According to Mr. Finlaison's calculations, it is clear that in 10 years the promotions to the active flag list, under existing regulations, will probably be 66; and according to plan No. 3 only 53; and it is equally clear that the extension of the promotion under the latter plan is not gained by there being more vacancies on the active list, because there would be fewer, but gained by the removal of captains who would attain the age of 60 before being promoted; this would, of course, deprive a number of the best officers in the service of obtaining their promotion to the Active Flag List, in order to place on their more fortunate juniors; and as it could not be entertained that an officer who had served his time as a captain should be deprived of his pay as well as of the advantage of being placed on the Active List, and thus lose the opportunity of gaining further distinction the cost to the country would be the same as if the numbers on the present Active Flag List were increased. If upon further consideration it is found that the present rate of promotion for the relief of the Captains' List, and for the efficiency of the Active Flag List, is not sufficiently rapid, it might be remedied by a stricter application of the rules relating to sea service, or by the permanent relief of the Active Flag List by adding gradually to the List of Admirals on the Reserved Pension List, which at present consists of 10 officers; this would give a direct increase of promotion throughout all ranks.

Appendix, No. 21.

PAPER put in by Mr. *Rumble.*

App. No. 21. To the Right Honourable *S. H. Walpole*, Chairman of the Committee on Promotion and Retirement of Naval Officers.

Constantia Terrace, Sheerness,
Sir, 30 June 1863.

Since reading the report of my evidence given before the Parliamentary Committee on the 5th inst., I have been strongly impressed with the idea that some explanation is necessary to convey a correct view of my answer to Question No. 3403, where I said that 11½ years was the average time served by an assistant engineer, from his entry into the service, to becoming a chief engineer; from which I fear it may be inferred that all assistants who enter the service become chief engineers in that time; whereas, the real state of the case is, that that is the time served by those who are fortunate enough to attain that rank: but from the disparity of numbers between the higher and lower grades, the majority can never become chief engineers at all, under the present system. There are also a large majority of chief engineers, who will not be able to attain the rank of inspector of machinery, from the same cause, viz., great disparity of numbers. We think there should be awarded to such old and meritorious officers, a good-service pension; also honorary distinctions, such as C.B., should be held out to inspectors of machinery, when their services have been of such a nature as to qualify them equally with other officers. Hitherto this has not been the case, owing to want of rank. This difficulty has been removed by awarding to inspectors of machinery who have served upwards of five years in that rank, the rank of junior post-captains in the Navy, and the relative rank of colonel in the Army.

I further regret that I omitted, in answer to Question No. 3449 (with reference to the condition of stokers), to lay before the Committee a subject on which I feel strongly, and which I know to be extensively felt throughout the branch of the service to which I belong; and that is, that amongst stokers, as well as seamen, there are sometimes found men eminently superior in intelligence and general conduct to the mass, and who have a high sense of duty; but while the latter have a prospect of becoming warrant officers, and thus considerably advancing in life, the former have no reward to look forward to. To meet this difficulty, I wish to suggest that such men be allowed to rise to the rating of chief petty officers, so that, as there are chief boatswain's mates, chief gunner's mates, and others, there should be also chief leading stokers, with such an increase of pay and pension as the Lords Commissioners of the Admiralty may, upon the consideration that such good men have risen to the highest post to which they can aspire, consider proper. And I would also suggest that the skilled workmen, of whom I spoke in answer to Question No. 3429, should hold ratings equal to those men, in consideration of their talent as working mechanics, with a higher rate of pay than is now given to leading stokers.

I have been led to lay these remarks respectfully before the Honourable Committee, feeling that they are anxious to obtain all the information possible on the subjects upon which they have thought fit to take evidence, in the hope that this addition, which, after much reflection, I have thought it a duty to submit, may be received as an appendix to my evidence, as given orally.

I have, &c.
(signed) *H. M. Rumble,*
Inspector of Machinery afloat.

Appendix, No. 22.

CASE of the Captains on the (T) List.

App. No. 22. To the Right Honourable *S. H. Walpole*, and the Members of the Committee on "Naval Promotion and Retirement."

Right Honourable and Honourable Gentlemen,

Understanding the examination of officers by your Committee is drawing to a close, I beg leave to lay before you the effect the Order in Council of August 1860, for the "compulsory retirement of captains" has on myself, and officers similarly situated.

When the Order in Council of August 1860 was issued, although I was high up the list of captains on the 12 *s.* 6 *d.* list, I am excluded from the exemption enjoyed by those officers who had arrived at the 14 *s.* 6 *d.* per diem list.

I shall be 60 years of age in August 1864, and be compelled to retire on 20 *s.* per diem, although nearly, or at, the top of the list of captains. Shortly after I have been retired I may receive the honorary rank of rear-admiral without any additional half-pay, but a loss of a Greenwich pension of 80 *l.* per annum.

In 1855, I declined the voluntary retirement of 18 *s.* per day, preferring to remain on the list of captains until I should by seniority be placed as other officers had been, on the list of reserved rear-admirals with 25 *s.* per diem. I have thus lost for several years the difference between 12 *s.* 6 *d.*, 14 *s.* 6 *d.*, and the retirement, 18 *s.* per diem.

Another reason for declining the voluntary retirement in 1855 was, that the difference between 18 *s.* and 25 *s.* per diem, viz., 7 *s.*, would be essential to me, should I, from circumstances or age, be deprived of my present situation.

I beg to enclose an extract of my services,

And have, &c.
(signed) *Jeffery Wheelock Noble,*
Captain Royal Navy, November 1846.
Dover, 15 June 1863.

Copy of Memorandum of Services returned, November 1846.

Rank.	Ships' Names.	Captains' Names.	Date of Entry.	Date of Discharge.	Station Employed on.	Length and Nature of Services.	Steam and Age.	Reports of Superior Officers and Official Persons.
Volunteer, 1st Class	Queen Charlotte	E. Boger T. Briggs	7 Nov. 1816	6 Aug. 1818	Portsmouth	-	-	Medal at the Royal Naval College.
Student	Royal Naval College	-	6 Aug. 1818	15 April 1820	-	Gained the medal	-	Medal and clasp for Ava, 1825–26.
College Volunteer	Active	Sir Jas. Gordon	15 April 1820	15 May 1820	Portsmouth	-	-	Gold Cross Redeemer of Greece.
College Volunteer and College Midshipman	Conway	Basil Hall	15 May 1820	21 Nov. 1822	South America	-	-	In "Tribune" received the approval of the Commander in Chief, Sir Jos. Rowley, and thanks of the Minister of Marine of France, and French Commander in Chief, Admiral Lalande, for heaving off French steamer of war "Eurotas," at St. James Castle, Smyrna.
College Midshipman	Doris	T. Bourchier E. V. V. Harcourt W. J. H. Johnstone	21 Nov. 1822	23 Dec. 1824	Brazils.	—	Practically afloat. Born 22 August 1804.	
Mate	Boadicea	Sir J. Brisbane	23 Dec. 1824	30 Mar. 1826	East Indies	Served in boats on the river, first Burmese War, 1825–26.		
Acting Lieutenant	Boadicea	Sir J. Brisbane	30 Mar. 1826	4 Aug. 1826	East Indies	Commanded a division of small arm at Bertora, Red Sea, Tamar, Atholl, and Panoora, 1827.		
Lieutenant	Tamar	S. J. Gordon Brewer	4 Aug. 1826	January 1828	East Indies			
First Lieutenant	Pallas	M. H. Dixon W. Walpole	18 April 1831	May 1834	West Indies			
First Lieutenant	Tribune	J. Tomkinson	19 May 1834	March 1838	Mediterranean	Ten years first lieutenant of frigates.		As Commander of "Indus," received a letter of approval from Sir E. Lyons, Ambassador, for services at Athens during the revolution of 1843.
First Lieutenant	Inconstant	D. Pring Fred. T. Michell	29 Nov. 1838	9 Nov. 1842	General service			
Commander	Indus	Sir J. Stirling	5 Jan. 1842	June 1844	Mediterranean	Four years and a half commander of line-of-battle ship.		Sixteen years as lieutenant. Five years as commander.
Commander	Vindictive	Mich. Seymour	5 Mar. 1845	January 1847	West Indies			
Captain	-	-	9 Nov. 1846.	—	—	—		

(signed) *J. W. Noble*,
Captain Royal Navy, 1846.

Appendix, No. 23.

App. No. 23.

Promotion, Retirement, &c., of Naval Officers.

The Select Committee of the House of Commons appointed to inquire into the constitution of the Board of Admiralty having been instructed to consider also the present system of Promotion and Retirement of Naval Officers, and to report thereon to the House, it has been considered advisable to collect the opinions of officers on these and other subjects, so that when examined they may be prepared to state not merely isolated views, but to express, as far as possible, the general feelings of the service regarding the points upon which they may be questioned; it being of great importance that the Committee may not be required, farther than is absolutely necessary, to extract the truth from a variety of conflicting opinions, which would probably perplex them and prevent the recommendation of any specific changes for the improvement of the present system.

Having considered the opinions expressed by more than 700 officers (the greater number of whom are actively employed) on various points regarding promotion, retirement, pay, &c., it is resolved, in accordance with their views, to suggest—

Promotion.

1. *Flag Officers.*—That no change be made in the promotion of flag officers so as to affect the interests of those now on the Active List, except as suggested in paragraph 13.

2. That flag officers who are not employed as commanders in chief, but who have to entertain, be allowed table money for that purpose.

3. *Captains.*—That it does not seem necessary to recommend any change in the amount of servitude at present required of captains to qualify for promotion to the Active Flag List, except as suggested in paragraph 6.

4. That the captains be paid as at present, by seniority, but that the pay be increased, and that the allowance designated "command money," be withdrawn.

5. *Longer service required in junior ranks.*—That in ranks below that of captain, a longer period of service would be beneficial in various respects, especially in order that service might be placed on a more equal footing with favour and influence.

6. *Commanders.*—That commanders therefore should serve three years in that rank before becoming qualified for promotion to the rank of captain on the Active List; but after having served three years as commanders, that further time served as such should count as qualifying time for flag rank, the same as if served as captains.

7. That the commanders' pay be increased, and the allowance designated "command money" be withdrawn.

8. *Lieutenants and Sub-Lieutenants.* — That lieutenants should serve at least three years in that rank before becoming qualified for promotion to the rank of commander, and that sub-lieutenants should serve at least two years as such before becoming eligible for promotion as lieutenants.

9. That lieutenants be paid according to length of service, receiving an increase of pay for each year, after having completed three years' service.

10. That lieutenants in command, senior, and gunnery lieutenants, receive additional pay whilst employed as such.

11. That the pay of sub-lieutenants be increased.

12. *Modification of the present system of promotion by selection in the lower ranks.*—That the present system of promotion by seniority from the rank of captain to that of flag officer be continued, but that the system of promotion at present by selection from the ranks of commander, lieutenant, and sub-lieutenant, should be so far modified that one-third of the promotions in these grades should be given to those officers having the greatest amount of sea time in their respective ranks.

Retirement.

13. *Compulsory retirement.*—That there should be a compulsory age retirement for all ranks.

14. *Voluntary retirement.*—Also that there should be a voluntary retirement accompanied by a certain amount of service, in order to facilitate the reduction of the three Senior Lists to a number more in accordance with the requirements of the service, and as a compensation to those lieutenants of long service who cannot hope to obtain their promotion to the Commanders' Active List.

15. *Proposed age for compulsory and voluntary retirement:*—

	Compulsory.	Voluntary.
Admirals - -	70	65
Vice-Admirals - -		
Rear Admirals - -	65	60
Captains - -	60	55
Commanders - -	55	50
Lieutenants - -	50	40

16. All officers should on retirement, whether compulsory or voluntary, be allowed a step in rank, provided they have served the required time for promotion to a higher rank.

17. *Coast Guard and Packet Services to count half time.*—That time served in the Coast Guard Service on shore and Packet Service should count as half time.

18. *Retired Pay: how to be regulated.*—That the pay of officers retired from the Commanders' and Lieutenants' Lists, should be regulated according to length of service, as also in the event of a standing navy, the retired pay of flag officers and captains, and that the whole of the time served as mates or sub-lieutenants should in all ranks count towards an increase of retired pay.

19. *Pay to increase annually, not triennially.*—That the retired pay of commanders, and half and retired pay of lieutenants, be increased on the completion of every year's service, and not as at present of every three years.

20. *Broken time to be allowed.*—That on retirement, broken time be allowed; that the half or larger fraction of a year's service be considered as equivalent to one year's service, and entitle an officer to an increase of pay accordingly.

21. *Existing rights not to be interfered with.*—That it is but equitable that in any scheme of retirement, the advantages of rising in rank and pay, to which an officer became entitled under the Orders in Council, affecting his List at the time of his promotion to it, should be preserved to him.

22. *Claims of Officers, previously retired, in certain cases to be admitted.*—That officers whose retirement has been forced upon them should be permitted to receive all those benefits of which they have been unwittingly deprived by such retirement; officers, however, who have voluntarily accepted retirement should not be allowed to participate in or claim these advantages.

23. *Permission to compound half or retired pay for a fixed sum.*—That if officers are willing to compound their claims for half or retired pay for a sum of money to be paid down at once, or for a grant of Government land in any of the colonies, it might be desirable to allow them to do so.

24. *Reduction of the three Senior Lists.*—That the Flag Lists be reduced to 60, the Captains' to 250, and the Commanders' to 300; and with the view of farther facilitating the reduction of the three Senior Lists, that a *limited* number of officers be permitted to retire at the discretion of the Board of Admiralty, irrespectively of age and service, to suit their own convenience. A step in rank to be granted if the time required for promotion to a higher rank has been served, but no addition to the half pay of which they are in receipt at the time of such retirement.

25. *Entry and Training of Naval Cadets.*—That a Naval College should be established, with training ships attached; and that cadets should not join a regular sea-going ship till at least 16 years of age.

26. *Warrant and Petty Officers.*—That the position of warrant and petty officers should be improved.

27. *Reserved List of Commanders and Lieutenants for Coast Guard and Packet Services.*—That a Reserved List of Commanders and Lieutenants be formed, from which officers required to serve in the Coast Guard or Packet Services might be selected. That officers should not be placed upon this List under 40 years of age, nor remain upon it after completing their 60th year.

28. *Naval Titles.*—That it might be advisable to make the following change in Naval Titles:—

Captains	to be styled	commodores.
Lieutenants	„	captains.
Sub-lieutenants	„	lieutenants.

29. *Promotions and appointments to be gazetted.*—That all appointments and promotions should be inserted in the Gazette, as is the case with those of officers in the Army.

30. *Leave.*—That for each year's service abroad, at least one month's leave on full pay should be allowed.

31. *Messtraps.*—That messtraps should be furnished to officers at 5 per cent.

32. *Messing.*—That there should be a general mess.

33. *Servants.*—That there should be a distinct class of men entered as officers' servants, and that the system of employing second class boys as servants be discontinued.

London, September 1861.

Your opinion on the subjects mentioned in this paper, and any alterations you may suggest, will be received with thanks.

William Harvey.

Appendix, No. 24.

App. No. 24.

RETURN relating to the Sea Pay of Warrant Officers, Carpenters, and the Harbour Service.

No.	CLASS.	Sea Pay prior to June 1852. Per Annum.	Per Day.	Sea Pay, increased in June 1852. Per Annum.	Per Day.
	WARRANT OFFICERS:	£. s. d.	£. s. d.	£. s. d.	£. s. d.
3	First class	94 5 10	– 5 2	120 2 11	– 6 7
	Second class	74 10 5	– 4 1	103 8 4	– 5 8
	Third class	63 17 6	– 3 6	86 13 9	– 4 9
	CARPENTERS:				
	Tool money	4 11 3		4 11 3	—
	HARBOUR SERVICE:				
4	First class, or 1st rate	88 4 2	– 4 10	101 17 11	– 5 7
	First class, or 2d rate	79 1 8	– 4 4		
	First class, or 3d rate	68 8 9	– 3 9		
	Second class, or 4th rate	59 6 3	– 3 2	79 1 8	– 4 4
	Second class, or 5th rate	53 4 7	– 2 11		
	Third class, or 6th rate	48 13 4	– 2 8	63 17 6	– 3 6

5. By an Order in Council of 19 July 1830, pensions were taken away from the widows of Warrant Officers; but restored by Order in Council of 23 January 1860.
The statement as to age at time of marriage is correct.

6. Statement correct; no compassionate allowance. Warrant Officers rise from the ranks, and children are therefore in a position of life to maintain themselves by labour.

7. They can be retained on full pay for 18 months, if wounded or injured, under the same regulations as other officers. Reg. pp. 206, 207, Art. 33.

The pension for wounds or injuries "may, at the discretion of the Admiralty, be awarded to officers who are continued in active service after being wounded or hurt." Reg. p. 239, Art. 4.

8. Former pensions were calculated: 3 *l.* a year for each year in commission, and 1 *l.* for each year in ordinary or harbour service as Warrant Officer, with a gratuity of from 1 *l.* to 15 *l.* for *very* good conduct, or injury. In 1861 the pensions were increased to,—

	£. s. d.	
First class	4 – –	for each year as Warrant Officer in commission.
Second class	3 10 –	ditto ditto maximum pension, 100 *l.*
Third class	2 – –	ditto ditto 80 *l.* and 60 *l.*
First class	2 10 –	In ordinary or harbour service.
Second class	2 – –	
Third class	1 10 –	

And, in addition, 1 *l.* for each year's service as petty officer or seaman. Any pension as seaman ceases; and allowed to retire at age of 60.

9. An Order of 7 August 1858 awarded a gratuity of 15 *l.*, for the first time, to petty officers on promotion.
By present Regulations (1861) the sum was increased to 25 *l.*

11. Greenwich Hospital is only to seamen, &c., and not *officers* of any grade.

C. Paget.

Appendix, No. 25.

Naval Promotion and Retirement.

App. No. 25.

LETTER to the Right Honourable *Spencer Horatio Walpole*, M.P., Chairman of the Committee on Naval Promotion and Retirement, by the Right Honourable *Henry Corry*, M.P.

London, 30 May 1863.

Since my return to England, I have shown the following letter to two or three officers of high position in the Navy, as well as to a few other friends who are conversant with the subjects to which it refers.

I give publicity to it by their advice; and I hope that at a moment like the present, when the questions now under the consideration of the Committee on Naval Promotion and Retirement are exciting so much interest, it may not be considered altogether undeserving of notice. In the opinion of some of those who have read it, I ought to have included in my arguments against the plan laid before Parliament the expense which it would occasion, and which they consider one of the principal objections to which it is liable. It is impossible, with the experience of the House of Commons which I have had, not to be sensible that it is for the interest of the Service itself that the charge for the various Lists, and more especially for the Non-Effective Lists, should not be excessive; but I purposely abstained from adverting to the estimated cost of the Plan, because I had no means within my reach of testing the accuracy of its details, which involve calculations of much complication, such as the number of deaths likely to occur in the Active and Retired Lists within the next 20 years.

It is admitted that there would be, in the first instance, an additional charge of 229,000*l.*—a sum about equal to the wages of 5,000 men—of which upwards of 141,000*l.* would be for the Effective Lists (full and half-pay), and nearly 88,000*l.* for the Non-Effective. The amount of half-pay is, of course, calculated on the proposed reduction of the numbers on the several Active Lists, to which reduction I think there are insuperable objections on the ground of public policy. If that proposal should not be adopted, the permanent cost of those lists would necessarily be greatly in excess of the estimate. It is assumed that the increased charge for retired pay would not only be temporary, but that, at the end of 10 years, the charge for half and retired pay would be 113,000*l.* less than at present, and that at the end of another 10 years, a further saving of 82,000*l.* would be effected. I confess I read that statement with much mistrust, because it seems to me difficult to understand how a scheme which, while it confines the Active Lists within narrow limits, assigns no limits whatever to the Retired Lists, and offers large inducements to retirements at comparatively early ages, could fail to occasion a large and permanent addition to the deadweight of the Navy.

The objections to such a result are so obvious that I think it unnecessary to insist on them.

H. Corry.

My dear Mr. Walpole, Rome, 12 April 1863.

Having been prevented by unavoidable absence from taking part in the naval discussions of the present Session, I venture to address some remarks to you respecting the "Plan of Retirement and Promotion of Naval Officers," now under the consideration of the Committee over which you preside. My long official connexion with the Navy under the late Government, and during the whole of the last Administration of Sir Robert Peel, in the course of which the duty devolved on me of proposing an extensive scheme of retirement to Parliament, together with the interest you are aware I take in whatever concerns the efficiency and welfare of the Service, will, I trust, induce you to forgive me for thus intruding on your time.

The Parliamentary Paper containing the "Suggestions for increasing the Efficiency of the Navy," and the Duke of Somerset's "Memorandum" has been sent to me here, and I find that the first proposal is "that a compulsory age retirement be applied impartially to all ranks." This would seem to imply that any exception to such a general rule would be inconsistent with strict impartiality; but some of the Lists differ from others in their constitution and in the principle of promotion which is applied to them, and therefore it by no means follows that one inflexible rule should be equally applicable to all. The two Superior Lists (the Flag and the Captains') differ from the Subordinate Lists in the material respect that they are both seniority lists, which the others are not. There is, therefore, a closer analogy between them than between either of them and any other List; but there is also a broad distinction, which alone might be considered sufficient to justify the exemption of the one from a rule of compulsory age retirement, even although it should be deemed necessary to enforce it on the other. The distinction is this: that there is no list superior to the Flag List to which flag officers succeed in order of seniority (or otherwise), and, consequently, it is comparatively unimportant what the ages of the senior officers upon it may

Compulsory age retirement.

Flag officers.

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may be, provided the remainder, or a sufficient number of the remainder, are young enough and active enough for service. But on the Captains' List, if the senior officers, who have the right to succeed to active flag rank, are old and worn-out men, the Flag List must fall into a state of hopeless senility, as would have actually happened if the state of things which existed previous to the Retirement of 1846 had been permitted to continue. It is not, therefore, sufficient that the Captains' List should be in a condition to furnish the requisite number of active officers, of whatever standing, to serve as captains. It should also be in a condition to provide for the vitality of the Flag List, by having comparatively young and active men on its senior section; and hence the most valid argument which could be urged in favour of enforcing compulsory age retirement on captains near the top of the list would have no application whatever to the case of admirals.

No doubt the answer to this would be that, although there is no higher list than the Flag List, it is itself divided into three sections of rank, and that, as appears from the Duke of Somerset's "Memorandum," the officers composing the senior section, on which there ought to be a sufficient number of admirals to fill the higher commands, are so old that all, with one exception, would be removed from it by the proposed age retirement. I do not deny that it would be an advantage if we had younger admirals; but the First Lord does not select for commands in order of seniority, and it has been the practice for many years to give, when expedient, temporary superior rank to vice-admirals and rear-admirals while their flags are flying—as, for instance, in the case of Lord Lyons while commanding in the Black Sea, of Sir James Hope on the China Station, and of Sir Alexander Milne, now Commander in Chief on the coast of North America and the West Indies. I am not aware that any practical inconvenience has been found to result from this expedient, and it is not necessary to go very far down the list to find officers who would stand the proposed test of efficiency by age; because, as we again learn from the "Memorandum," only nine out of the 27 vice-admirals would be removed by it, leaving 18 still on the list. If, however, the practice of giving temporary superior flag rank should be considered objectionable, I do not see why Her Majesty's undoubted right of selection should not be exercised by conferring permanent rank in such cases as those to which I have referred; and this, I am satisfied, would give much less offence to the officers passed over than their compulsory removal to a Retired List.

But I look upon these as mere temporary expedients, because I think the necessity of resorting to them is likely to cease when the effects of the retirements now in force shall have become more general. None of these measures can as yet be said to have touched the admirals' section of the Flag List, or even the vice-admirals', except in a partial degree; and it is most important that this should be borne in mind while considering whether the adoption of further measures may be required. The Retirement of 1846 was imperatively demanded by a growing evil. It will be seen, on referring to the Navy List, that the senior flag officer (the Admiral of the Fleet) was promoted to the rank of captain in the year 1797, and to flag rank in 1821—that is, in 24 years; that the standing of captains on their promotion continued gradually to increase, until at the Brevet in 1841, on the birth of His Royal Highness the Prince of Wales, it varied from 34 to 35 years, but that in 1846 it had reached 38 years. This has been reduced, by the Retirements of 1846 and 1851, to a mean of 19* years (the standing since 1857 having fluctuated between 18, 19, and 20 years); but a considerable time elapsed after 1846 before they had any very material effect in producing that result. The reason of this was that the Retirement of 1846 was optional; and as the highest rate of retired pay was limited to the amount of the half-pay of a rear-admiral, the officers who had served for their flags, and who had a prospect of early promotion to the Active List, naturally declined to retire, and, consequently, no younger men could be brought forward until these had been cleared away from the top of the Captains' List. Thus, as appears from the Navy List of January—the latest of which I have a copy—the (then) junior Admiral of the Blue, promoted to flag rank in 1851, was 33 years on the Captains' List; the junior Vice-Admiral of the Red, promoted in 1854, 29 years; the junior Vice-Admiral of the Blue, promoted in 1855, 25 years: and it is not until we reach the year 1857, at the bottom of the Red division of rear-admirals, that the full effects of the Retirement of 1846, and of the equally efficacious measure which was carried into effect by Sir Francis Baring in 1851, appear in the reduction of the time required to pass through the Captains' List to 19 years.†

The influence, therefore, of the existing retirements has been, as yet, felt in an almost inappreciable

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* I do not expect that this reduction will be maintained to its full extent, because it must be anticipated that the annual average of vacancies for promotion to the Active Flag List will diminish as the average age of Flag Officers decreases. If, however, the numbers on the Active Flag List are not reduced, and the old officers are not removed from it by retirement, there will probably be always a sufficient number of casualties by death to prevent stagnation of promotion.

† In this respect the Captains' List is in as satisfactory a condition as at any former time during the last 100 years. Lord St. Vincent was promoted to the rank of captain in 1760, and to that of rear-admiral in 1787—that is, in 27 years. Lord Keith was promoted to the rank of captain in 1775, and to that of rear-admiral in 1794, or in 19 years; and Sir Henry Hotham, who obtained flag rank in 1814, was also 19 years on the Captains' List. There were younger admirals in those days, for two reasons: first, because officers were frequently promoted to the rank of captain before the age of 20; second, because promotions to flag rank were made by selection during the greater part of the last century: and although the practice of promotion by seniority appears to have prevailed since the commencement of the present century, it was not established by Order in Council until so lately as the year 1827. Lord Hawke was promoted to flag rank, over the heads of 66 senior captains, at the age of 32. The rank of retired rear-admiral was originally established by Order in Council, in the year 1747, as a boon to officers thus passed over.

inappreciable degree on the admirals' section—only partially on the vice-admirals' section—and not fully even on the rear-admirals' section of the Flag List; and it may be a question whether additional remedies should be administered to cure the obstinate malady of old age before the remedies already prescribed have had time to take full effect, or have even begun to operate on the most peccant part of the list. Whenever that time shall have arrived, I do not think there will be any difficulty in finding a sufficient number of admirals and vice-admirals fit for active service. Moreover, in one respect, the retirements now in force have, as yet, had no influence whatever on the condition of the Flag List. Their effect has been to accelerate the flow of promotion, not only in the Captains' List, but in the inferior lists as well; and, consequently, the average age at which the rank of captain is now attained is proportionately less than before those retirements were adopted. None of the captains who have benefited by this can yet have arrived at flag-rank; but the difference, whatever it may be on the average, will ultimately be in further diminution of the age of officers on promotion to their flag.

It should also be remembered, before deciding on enforcing compulsory retirement on the Flag List, that Flag Officers unfit for active service are already virtually retired, or, at least, it is the fault of the Admiralty if they are not. Their very numbers show that it was intended they should be so, because, although considerably reduced, they are still out of all proportion to any possible demands on them for active service.

On the Captains' List the ratio of employments to numbers is, at present, more than 1 to 3, and it is still greater on the Commanders' List: but on the Flag List it is less than 1 to 6½, as only 15 Flag Officers out of 100 are now in commission. Consequently, even if upwards of one-half of the list were too old for active service, the remainder would be more numerous, relatively to employment, than the whole of the Captains' List; and it is not probable that even the exigencies of war would require the services of a greater proportion of the Flag List than the proportion of the Captains' List which is employed in peace. It is to be observed, also, that no financial objection can be urged against retaining so large a redundancy of officers on the Active Flag List, because the pay of the superfluous officers would be the same if they were removed to a Retired List.

There is, no doubt, much to be said in favour of making the Active Lists what they profess to be, to as great an extent as possible; but, for the reasons I have stated, I do not consider the proposed forcible ejectment of old Flag Officers indispensable to the efficiency of the Flag List; and I will presently attempt to show that, coupled with the numerical reduction of the List, which is an essential part of the Plan, it would have, by retarding promotion, an injurious effect on the lists below it. If, however, it can be proved that enough has not been done, and that the application of a rule of compulsory age retirement to the Flag List is necessary to its efficiency, undoubtedly no partiality ought to be shown to it; but I do not think that, for the sake of carrying out a general principle, unnecessary umbrage should be given to the feelings of a class of officers who have always been led to believe that their position was secured to them, and who, from the length and, in many instances, the distinguished character of their services, appear to me to have a fair claim to consideration. The only distinction which the Plan recognises in their case is, that they are the only class for which it does not propose some pecuniary indemnification for removal from the Active Lists. I am aware that a proposal to give retired Flag Officers larger pay than active Flag Officers of corresponding ranks would have been inadmissible, but that is only another illustration of the exceptional character of the Flag List.

Compulsory age retirement of captains.

On the Captains' List, the extension of the rule of compulsory age retirement to those officers who have served in their present rank, whether for their flags or otherwise, would no doubt have the effect, in some instances, of bringing up younger men to flag rank; but its universal application might deprive the country of the services of some of its best officers. This has evidently been felt by the framers of the Plan, because, in the case of captains, and of captains only, they have added a saving-clause recognising the right of the Crown to nullify the rule in special cases. Every one knows within the circle of his own acquaintance that age is a very fallacious test of activity, whether of mind or of body; and in a country like England, public opinion would hardly tolerate the shelving of an officer who had acquired great distinction, or might, possibly, be in the midst of a career of brilliant service, merely because (although, perhaps, as fit for work as ever) the clock had struck on the close of his 60th year. No doubt the saving-clause has reference to such cases, but I think there would be great difficulty in determining where to draw the line, and that it would be impossible to do so without giving great and often just offence, not only to individuals, but also to the Service and to the country. Every act of the Admiralty is, in these days, canvassed in Parliament, and usually condemned; and a whole night of Navy Estimates might hardly suffice for the discussion of the grievances of officers whose claims had been ignored, and the partiality shown to their more fortunate competitors for the favour, as it would be called, of the Board. One officer might be retained on the Active List, and afterwards promoted to flag rank, on the ground of some special service, for which fortune might have thrown the opportunity in his way; and another, whose professional character stood much higher, and who had evinced a peculiar aptitude for command, might be removed to the bourne of the Retired List, with nothing but a good grievance to console him for the rest of his life. There would be unceasing heartburnings in the Service and dissatisfaction out of the Service, and I should not envy the First Lord who would have to carry this

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modified form of selection into execution. The best officer on the list—destined, perhaps (*si quà fata aspera rumpat*), to be the future Nelson—might be removed from the line of active service by an inexorable rule of age retirement, and, on the other hand, the exercise of a discretional power to set it aside would be attended with difficulties, and open to objections such as I have suggested.

We learn from the 15th page of the Plan, that "by retiring all officers at 60 years of age," only 20 would be immediately removed from the Captains' List, consisting of 350.* This would not seem to argue a necessity for a vigorous application of the pruning-knife, and it might, therefore, be a question for the Committee how far any practical advantage to be derived from the application to the Captains' List of the proposed rule of compulsory age retirement would compensate the objections to which it is liable. I confess however that, in my opinion, nothing short of necessity, which knows no law, would justify its application to those captains who either have already served for their flags, or who, being now in commission, if there be any such, will have so served at the termination of their present commands. No gentleman holds his estate by a title more secure than the regulations of the Service have taught these officers to consider their title to succeed to active flag rank. Some no doubt, especially on the senior section of the list, have sought and obtained that title, in pursuit of an object of honourable ambition, at much personal inconvenience and also at a considerable pecuniary sacrifice; at least, if the allegation be true that the present rates of full-pay of captains are wholly inadequate to the expenses incidental to the command of a ship-of-war. To deprive them of that title would be a breach of faith such as no Government would attempt in the case of petty officers or seamen after service performed; and, whatever may be the decision of the Committee on the general question, I trust that the rights of these officers, at least, may be respected.

Compulsory age retirement of commanders and lieutenants.

The arguments against compulsory age retirement lose much of their force lower down the list, and there is nothing novel in the principle of the plan as respects commanders and lieutenants. I am inclined to think there would be nothing objectionable in the proposed ages of compulsory retirement in those ranks, provided that all appointments in the Packet, Transport, and Coastguard Services are to be held exclusively by officers on Reserved Lists. That, however, is a part of the Plan against which many arguments might be urged, more especially in its relation to the Coastguard Service; but it is a mere question of detail, and I will not further advert to it at present.

There is one proposal connected with the retirement of commanders and lieutenants which I hope will not be entertained: I mean the exclusion of officers of those ranks from eligibility for promotion 10 years before the time when their eligibility for active service is to cease. Commanders are to be permitted to remain on the Active List until 55, and lieutenants until 50 years of age, but they are not to be promoted after the ages, respectively, of 45 and 40. I can conceive nothing more unfair than such a rule, and it should be remembered that the Plan cuts with a two-edged sword, because while, on the one hand, it excludes from promotion at comparatively early ages, it adds, on the other, to the time when promotion can now be attained—six years in the case of captains, five years in the case of commanders, and three years in that of lieutenants. Surely, at whatever ages officers are to cease to be eligible for promotion, they ought to cease to be eligible for employment also! Could it be endured, for instance, that the first-lieutenant of a frigate which had captured an enemy's ship of superior force should be refused promotion under such a regulation as is proposed? I am aware that optional retirement is placed within the reach of commanders and lieutenants at the time when their services would become barren, but the rule would not be, on that account, the less unjust to those officers who might prefer the toil of active service to the ease of retirement, and obtain distinction after the proscribed ages. It certainly would not tend to "secure a list of efficient and zealous officers."

Optional age retirement.

There is one material respect in which the Plan differs from any of those now in force—namely, that it combines optional with compulsory retirement, and it appears to me to carry the former to an extent which would be very objectionable.

I think that in many instances the ages are insufficient and the rates of pay excessive, and that positive temptation is held out to officers to leave the line of active service at a time of life when they would be perfectly fit for any employment. No one can be more desirous than I am that the pay of naval officers, whether on the Active, Reserved, or Retired Lists, should be considered in a spirit of becoming liberality; but a distinction ought, in my opinion, to be drawn between those who are compelled, and those who volunteer to retire. If, for instance, a captain who has fulfilled all the conditions of service required to qualify him for active flag rank is removed to a Retired List (for the public good, and sorely against his will), I think, in common justice, he ought to be permitted to rise in pay, as well as in rank, in the same manner as if his name had not been struck off the Active List. But in the case of optional retirement, I have always understood that the proper principle to be observed, in regulating the amount of the inducement to be offered, was that, in return for immediate increase of pay, some surrender of future claim to further increase should be required.

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* I find that eight of these have since been promoted—three to the Active, and five to the Reserved Flag List. Of the remaining 12, only two have served for their flags. The rest would be retired, on reaching their turn for promotion, without the intervention of the Committee. I also find that there are only 12 captains on the list, of from 55 to 60 years of age, and of standing varying from 13 to 8 years, who are qualified by service for active flag rank: of these, six are perfectly certain to be promoted before the age of 60.

The rates of pay under the retirement of 1846, which was exclusively optional, were determined on this principle, and proved sufficiently attractive for their purpose. The rank and pay of rear-admiral (25*s.* a-day on a Retired Rear-Admiral's List) were offered only to the captains on the 14*s.* 6*d.* Half-pay List; and, whether qualified for their flags or not, they were never to rise to a higher rate of pay. The captains on the 12*s.* 6*d.* and 10*s.* 6*d.* Half-pay Lists, if of not less than 20 years' standing (afterwards reduced to 10 years by Order in Council of 1851), and 55 years of age, were offered respectively 20*s.* and 18*s.* a-day, and were ultimately to succeed to the pay of rear-admiral, but not until the Retired Rear-Admirals' List had been reduced to 25, which number it was not afterwards to exceed. But under the present proposal, captains of 55 years of age who had served for their flags, or 21 years as captain, commander, and lieutenant, if even on the 10*s.* 6*d.* Half-pay List, might claim the immediate rank and pay of rear-admiral, reserving at the same time, in the former case, the right to rise not only to the rank, but also to the pay of vice-admiral and admiral, exactly as if they had worked their way up to the top of the Active Captains' List; and although in the latter case they would not rise to higher pay than that of rear-admiral, the instances would be rare in which officers so circumstanced could hope to serve for their flags on the Active List, and, therefore, in the great majority of cases, even their surrender of claim to prospective pecuniary advantage would be merely nominal. If the age for promotion to the rank of captain be limited, as is proposed, to 45, no captain of less than 10 years' standing could claim these advantages, but if that most objectional part of the plan be rejected, and Commanders are to be considered eligible for promotion as long as they are permitted to render active service, that is, until 55 years of age; this might happen.* An officer, say of 20 years' service as lieutenant and commander, might be promoted into a rated ship, and at the end of the year, might obtain the rank and pay of rear-admiral on the Retired List over the heads of captains his seniors by, perhaps, 18 years. I doubt whether instances in which this might be possible would be rare in the surveying branch of the service, and although it is true that so extreme a case could not occur if the plan should be adopted in its entirety, incongruities similar in character, although less in degree, would be of constant occurrence. If a scheme which holds out such great inducements to voluntary retirement should be sanctioned, it would be absolutely necessary to revise the rates of pay (which I have always thought inadequate) of the captains retired under the Order in Council of 1860, especially as many of them, although without service as captains, may have had long and arduous service in subordinate ranks. A similar revision would be necessary, if it should be sanctioned, that officers who have not served for their flags, or the 21 years specified, and who are to be retired on 20*s.* a day on completing their 60th year, should rise by seniority to the flag pay of 25*s.* That class would include those without any service in the rank of Captain, and officers in that category can never rise to higher pay than 20*s.* under the Order in Council of 1860.

Optional retirement of captains.

As an instance of the encouragement which the plan would give to, possibly, some of the most efficient officers on the List to retire from active service, it is to be observed that the half-pay of captains below the first 100 is proposed to be fixed at 264 *l.* a year, and the half-pay of rear admirals at 501 *l.*, the difference being 237 *l.* A captain, therefore, on any part of the List below the first 100, if qualified by service for the Retired Flag List, and by age for retirement, might thus, by leaving the line of active service, nearly double his income, besides obtaining the rank of rear admiral. The temptation would be almost irresistible.

The proposal that commanders and lieutenants should have the option of being removed to a Retired List after specified lengths of service, irrespective of age, I hope will not be adopted. A commander of 18 years' service in that rank, and in the rank of lieutenant, might be only in his 38th year, and a lieutenant, after the 15 years' service required, in his 35th year. In neither of these cases could the option be given on the assumption that the officers would be unfit for service, and I consider it a most objectionable feature of the plan that it treats retirement not so much as a provision for old and infirm officers, as a "privilege," and almost as an object of ambition to officers on the Active Lists, on which recompense for service ought rather to be sought and found. If, however, the principle of optional retirement should be adopted to anything like the extent proposed, I think the option should not rest altogether with officers, but that it should be subject, in all instances, to the approval of the Admiralty. Otherwise the right might be exercised to an inconvenient extent and at an inconvenient time, more especially if the various lists are to be reduced as is suggested.

Optional retirement of commanders and lieutenants.

I fear you will think I have dwelt at unreasonable length on these details, but I have ventured to do so because they appear to me to be so closely interwoven with the plan as to be almost inseparable from it, for I believe it will be found, on analysing it with care, that, unless the diminution in the number of vacancies for promotions, which would result from the proposed reduction of numbers on the several Active Lists, be compensated by means of the encouragement given to retirements at comparatively early ages, it would altogether fail in one of its principal objects, "a steady flow of promotion throughout the service."

But, in my opinion, the reduction of the Active Lists to the extent proposed is itself still more open to objection than the expedients required to reconcile it with the design of the plan. The paragraph of the "Suggestions" which relates to it appears altogether to overlook

Numerical reduction of the Active

* An instance of the care with which it will be necessary to deal with the details of the Plan.

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overlook the possibility of the occurrence of an emergency requiring us to exert our naval strength, and any increase of "efficiency" likely to be derived from more "frequent employment" during peace would be a bad substitute for sufficiency in time of war. I subscribe to nearly the whole of the remarks of the Duke of Somerset on this question, and I trust its great importance will justify me in answering, by anticipation, an argument which I think will probably be advanced in support of the proposal.

The opinion is very prevalent that the change in the character of ships of war, which is now in progress, will lead to a great diminution of their numbers, and that, consequently (the complements of officers in the old and new classes of ships being nearly the same), fewer officers will henceforth be required to meet the demands of the service. Undoubtedly the individual force of men-of-war of all classes is at present far greater than at any former time, and will probably be so to a still greater degree as iron-plated ships come into more general use. Twenty or thirty "Warriors" might represent a greater power than 100 line-of-battle ships; but power is relative, and it is not enough that our navy should be as powerful as before, or even more powerful, unless it maintains, at the same time, its superiority relatively to other navies, which will consist of vessels individually as superior to those of former days as our own. It is to other nations, therefore, that we must look for the standard by which the number and force of our ships of war must be regulated; and what are the limits within which their efforts in the reconstruction of their fleets are likely to be confined? I do not think this is a very difficult question to answer. Nations of great financial resources, such as France for instance, never would have any difficulty in providing as many ships of war as England. Their efforts, however, have been circumscribed by their smaller command of seamen, which has imposed upon them the necessity of being content with an inferior rank as naval powers; but they have gone to the extreme verge of what their means of manning their ships would admit. History tells us this. In France, what is the object of the factitious encouragement by bounties given to certain branches of trade and the fisheries?* Not the encouragement of trade itself, because bounties are wholly repugnant to the principles of modern commercial policy which France has herself adopted, but the increase of the seafaring population, with the view of obtaining the means of manning the largest possible force of ships of war. Again, a Commission (*Enquête Parlémentaire*), composed of men the most able and the most conversant with naval affairs that could be found, was appointed by the National Assembly, in 1849, to inquire into the condition of the French navy, and to report what changes or augmentations might be advisable. The establishment of the Empire interrupted the labours of this Commission, and its report was never published, but in the *procès-verbaux* of its proceedings, which appeared in two large volumes, we find a full examination into the number of seamen disposable for the fleet under the *Inscription Maritime;* and it was in reference to that standard that the question of the number of ships of the various classes which France ought to maintain was chiefly considered.† Can any one doubt but that if France had as great a command of seamen she would have as numerous a fleet as England?‡ and my answer, therefore, to the question I have put is, that our maritime rivals will ultimately organize their fleets on a scale which will be limited only by their means of manning them, and that, consequently, the argument which was urged in Parliament, during the present session, as a reason for reducing the first vote of the Navy Estimates, namely, that iron-plated ships, although of greater size, had the peculiarity of requiring smaller complements than the classes they were replacing, would lead rather to the inference that the fleets of our rivals will hereafter be more numerous than at former times.

The cost, indeed, of constructing vast fleets of iron-plated ships would be great, and I have heard it observed that "the finances of no country could stand it." But by far the greater part of the expenditure on ships of war, except during periods of transition, has hitherto been incurred not on their construction, but on their repair; and if iron-plated ships cost much more to build, they cost at least in proportion less to maintain than the ships of former days. Consequently, I do not think that the expense of iron-plated fleets will ultimately be so great as is generally imagined, unless, indeed, the objectionable practice be adopted of building wooden ships to be plated with iron, in which case it would be ruinous. But, in reality, expense will not decide the question. We have only to look across the Atlantic to find a proof that great nations, when under the excitement of war, are not deterred from attempting the accomplishment of their object by considerations of expense, and the cost of building a whole navy of ships like the "Warrior," or "La Gloire," as numerous as the wooden navies of former days, would be small in comparison with the expenditure of a single year of war on a great scale. It is true that, at the present rate of the supply of the necessary materials, an iron-plated navy could not be constructed under many years, but the efficiency of our lists of officers, if once impaired by inconsiderate reductions, could not be restored under many more.

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* The Newfoundland Fishery, for instance, gives employment to about 18,000 men, and bounties are paid by the Government equal to about three-fourths of the value of the fish taken.

† Tout en reconnaissant la valeur des considérations générales qui obligent la France à avoir une marine puissante, ces considérations ne conduisent pas à la détermination exacte de l'effectif de la flotte. Deux considérations plus simple et toutes matérielles sont plus puissantes ici; l'une se tire des nombres d'hommes qui, appartenant à l'inscription maritime, peuvent être placés sur les vaisseaux; l'autre des ressources que le budget de l'Etat met à la disposition de la marine.—*Enquête Parlémentaire.*

‡ Ce qu'il faut établir tout d'abord c'est le nombre des vaisseaux que la France devra et pourra mettre en ligne le jour ou la guerre sera declarée. Pour cela il y a une base certaine. L'adversaire est connu; il ne peut être question que de l'Angleterre.—*Enquête Parlémentaire.*

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My own opinion, however, is, that the navy, neither of England nor of any other Power, is destined to be principally composed of iron-plated ships of gigantic dimensions. One of the chief objects of an enemy would be the destruction of our trade. It is observed, with truth, in the proceedings of the *Enquête Parlémentaire* that "to strike at the commerce of England is to strike her at the heart;"* and this could alone be attempted by an enemy, and could alone be resisted by us, by the employment of numerous squadrons of cruisers, of some such size as the frigates and sloops of the old navy,† every one of which would be far more effective for its purpose than an unwieldy ship clad with shot-proof iron.

The concentration of our naval force in a comparatively small number of iron-cased ships of great size may possibly be carried into effect, to the extent which may be necessary for the description of service on which fleets of line-of-battle ships have hitherto been employed, but would be wholly inapplicable to that larger portion of the navy which would be required, as has always been the case, for the protection of British interests on distant stations, wherever our commerce penetrates, or we have possessions to defend. The navies of our rivals are more efficient, our commerce more extensive, and our distant possessions of greater importance than during the last great naval war; and I cannot, therefore, understand what right we have to assume that, if we should have the misfortune to be again involved in hostilities with a great maritime power, or combination of powers, a smaller force than was then required would suffice for the protection of British interests. These views may be disputed; they may be erroneous; but there are many who participate in them, and I think you will agree with me that the power of the British navy, which would be seriously impaired by an injudicious reduction of the lists of officers, is not a fit subject for speculation.

Numerical reduction of the Flag List.

There is one list, however, on which a great reduction is proposed, to which these observations do not apply; I mean the Flag List, which, as I have already observed, is far more numerous than any possible exigencies of the service could require. Its proposed reduction is almost a necessary part of the plan, because Parliament could hardly have been expected to sanction so great an additional charge for flag officers as would have been created by it, if the vacancies to be occasioned by the removal of those above the specified ages were to be filled up by promotions from the Captains' List. I think, however, at the same time, that it would tend to defeat the object of the plan, inasmuch as it seems to me its necessary consequence would be to check the flow of promotion throughout the Service; for its influence would be felt on every list. The proposed reductions of the other lists would have the same effect, considered as isolated measures, but, in their case, compensation is proposed to be obtained by means of the encouragement given to optional retirement, carried in my opinion to an objectionable extent, but no such countervailing influence would prevail on the Flag List, because, although flag officers are to have the option of retiring, no certain inducement to exercise it is offered to them.

At present the death of every officer on the Active Flag List, on the Reserved List A, and on the List of the Flag Officers of Greenwich Hospital—total 114—makes a vacancy for the promotion of a captain to the rank of rear-admiral, and also for a promotion to every list which is at its established number. Under the plan now before the Committee, captains will be promoted as vacancies are occasioned by deaths on the Active List, reduced to 63—by removals from that list at the specified ages of enforced retirement—and by the voluntary acceptances of the retirement. I think the latter are not likely to be numerous, because the dislike of flag officers to be placed on a Retired List is well known, and the only inducement proposed is the possibility of obtaining one of the seven good service pensions, or of the ten retired service pensions, for which there would be a long list of competitors. The plan appears to under-estimate the numbers of the proposed Retired Flag List, among which these pensions would be divided. It assumes (page 17) that they will amount to 271, but it omits to include the captains proposed to be retired with flag rank, which would probably increase the list considerably. Individual chances, therefore, of drawing a prize would be but small, and I do not anticipate much relief to the Flag List from optional retirements. The question, therefore, is under which system is the greatest number of vacancies for promotions likely to occur, whether on the annual average number of deaths on a list of 114 officers, about half of whom are so advanced in life as to be assumed by the plan to be unfit for service, or on the annual average number of deaths and compulsory age retirements on a list of 63—*plus* such vacancies as might be occasioned by acceptances of the optional retirement. I cannot but doubt that the rate of promotion would be greatly retarded by the change, and such a result would be alike injurious to the interests and to the efficiency of the Service.

We are informed by the Duke of Somerset that the adoption of the proposed retirement for age would remove from the Active Flag List, as nearly as possible, the same number of officers as that by which the List itself is to be reduced. The plan, therefore, would create no immediate vacancies for promotions to the Flag List, and, consequently, would not invigorate it, even in the first instance, with a single drop of younger blood; and, ultimately

* Frapper le commerce de l'Angleterre, c'est la frapper au cœur, et l'obliger à la paix.

† The "Alabama."

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ultimately, the reduction of the Flag List could not fail, as I think, to be injurious by retarding promotion throughout the Service.

Numerical reduction of the Captains' List.

With regard to the proposed reduction of the Captains' List, it is possible that the acceptances of the optional retirement might counterbalance its effects on promotion; but I do not think it could be carried out without endangering the adequacy of the list to meet the demands which might be made on it under the pressure of war.

We learn from the Duke of Somerset that 282 captains were in commission during the war which ended in 1815. We also learn on the same authority—to which I can add my testimony—that the Active Lists should be at least sufficient to allow of one-fourth being disposable for leave of absence and other contingencies. This, on a list reduced to 250 captains, would leave less than 190 available for service at any one time, and I find, on referring to the list of the steam-ships and vessels of the Royal Navy, "built" and "building," and of the harbour ships in commission (which will be found in the Navy List), that we have, at present, 198 vessels which bear or would bear captains if all were in commission. It is true that the whole of these could not be employed at the same time, as a certain per-centage would always be under repair, but their total number is nearly 100 short of that of the rated ships which were actually in commission during the last great naval war, and, I repeat, I do not see on what grounds we should be justified in acting on the conclusion that any changes which are likely to take place in naval warfare will lead to so great a diminution in the number of the ships we should require if we were again involved in hostilities on a great scale. It is observed in the *procès-verbaux* of the *Enquête Parlémentaire* that, if England had even 200 frigates she could not afford adequate protection to her commerce against the cruisers and privateers which France could direct against it, and those who now maintain that our naval force is unnecessarily and extravagantly large would be the first to demand its increase if they saw our merchant vessels, with their rich cargoes, carried into the ports of an enemy. Those nations from whose hostility alone we could have anything to fear are sparing no efforts to give the greatest possible development to their naval power, and are availing themselves to the utmost of every improvement in naval equipment which modern science can suggest; and I trust that at a time of naval transition like the present, when the only thing which is certain is that everything is in doubt, the Committee will not conclude that the proposed reduction of the Captains' List can safely be carried into execution.

The avowed object of the reduction of numbers on the Active Lists is "the efficiency of officers by frequent employment," and it is unquestionably an evil that more continuous service cannot be found for the superior ranks of the Navy in time of peace, and that we cannot have a standing Navy as well as a standing Army. It is an evil, however, which has been greatly mitigated by the reductions effected of late years; and the further reduction of the Captains' List, which, I think, would be dangerous to the efficiency of the Navy in time of war, is not required to ensure that of the officers composing it during peace. In time of peace six years is the length of service considered sufficient to give a captain the necessary experience to qualify him for the duties of a flag officer, and the length of time in which captains now rise from the bottom to the top of the list is 19 years, or one year more than three times the six years. It follows, therefore, that three times the average number of the captains employed might obtain the six years' qualification in the 19 years, with one year to spare; and we learn from the 16th page of the plan that 118 captains were employed last year—that is a fraction more that one-third of 350, which is the established number of captains. Consequently, at that rate of employment, the whole of the 350 captains might each have six years' service before his turn for promotion to flag rank arrived. I am aware, however, that the average length of the service of the captains who qualify for their flags exceeds six years, and that practically, therefore, with only 118 employed, 350 could not obtain the qualification in 19 years. But from various causes, which it would be superfluous to specify, a considerable abatement must be made from every list to obtain the numbers really available; and, out of a list of 350, it would be a liberal estimate to assume that 300 would be desirous to serve, and fit and desirable for service. We may, therefore, for the purpose of the argument, consider the Captains' List as consisting of only 300 officers, and to each of that number, at the rate of 118 employments, about seven years' service might be given in the 19 years. It must also be borne in mind, that the occurrence of war would reduce the length of the service qualification for active flag rank—in many cases to five, or possibly to four years—and would also add considerably to the average of the numbers employed. Hence, a margin might be obtained to cover contingencies, such as a reduction of employments to less than one-third, or the average length of service amounting to more than seven years; but I may here observe, that I think the practice is too common at the Admiralty of giving to certain officers an undue share of employment to the exclusion of others perhaps equally competent to command, and equally deserving of favour.

It is not my object to prove with mathematical precision that in the present state of the the list every captain, fit and willing to serve for flag rank, will have the opportunity of doing so, but I hope I have shown that the list is not in such a condition as to require a reduction of two-sevenths of its numbers in order to secure the efficiency of the officers of whom it is composed.

Moreover, the plan altogether fails to point out by what machinery 100 captains are to be struck off the list. According to its own showing, the compulsory age retirement would

would remove only 20,* leaving the list 80 above its proposed permanent number. I have no means of ascertaining what is the number of captains between the ages of 55 and 60† who would have the option of retiring (for I am writing under the disadvantage of having no statistical information within reach); but the plan again informs us, in a note to the 15th page, that even the retirement of the whole of these officers would be insufficient for its purpose, and that it would be necessary to extend "the privilege" of retiring to officers of less than 55 years of age until the reduction of the list to 250 be accomplished. That is a proposition which I think the Committee would hardly be disposed to sanction, as it would be almost tantamount to an invitation to every officer on the list who had served for his flag to make himself at once a rear-admiral, with all the advantages in respect of half-pay, present and prospective, to which he could ever become entitled by remaining on the Active List. It is not, however, by any means certain that even the liberal offers made to them would tempt so many as 80 captains at once to surrender the chances of employment and distinction in the line of active service, and the only alternative would be to revert to the practice of making only one promotion for every three vacancies, or to adopt some such rule, until the necessary reduction had been effected. Such an expedient could hardly find a place in a plan intended "to secure a steady flow of promotion throughout the Service," and for all these reasons I hope the Committee will not sanction the proposed reduction of the Captains' List.

Numerical reduction of the Commanders' List.

Many of the foregoing objections would apply in a greater or less degree to the reduction of the Commanders' List from 450 to 300. It would necessarily have an injurious effect on promotions from the lists below it, whenever the time arrives when the Lieutenants' Lists shall have reached the numbers at which it may be decided that it should be permanently maintained, and I do not see any sufficient reason for having recourse to it. It is not shown that the removal to a Reserved List of the Inspecting Commanders of the Coast Guard and others might not deprive the Active List of some of its best officers; and I am inclined to think that the occasional interchange of officers between the regular service and the Coast Guard, which has arduous duties to perform, is attended with advantage. It is clear, however, that the reduction cannot be effected unless the commanders holding appointments in the Coast Guard, and the other specified services, be removed to a Reserved List, and unless all future appointments to those services be made from it exclusively. It appears that the demands of a time of peace give employment to a much larger proportion of commanders than of captains, and my impression is that the proposed reduction would be the reverse of beneficial to the Service.

Numerical reduction of the Lieutenants' List.

It is almost unnecessary that I should trouble you with even a single observation on the proposal to reduce the Active List of Lieutenants to 700. That question has been summarily disposed of by the Duke of Somerset in his "Memorandum," and I agree with him in thinking that, unless the reduction be carried into effect, "the higher ranks could not be limited as proposed without checking that steady flow of promotion which is said to be the prominent feature of the scheme." If the foundation fails, the whole superstructure must fall to the ground.

The Duke of Somerset observes that the present number of lieutenants would not be sufficient in the event of war. That is an alarming statement, because it would be most dangerous to send a ship to sea without an adequate number of officers, and I trust we shall never again be driven to the expedients resorted to in the "great war" to supply the want of lieutenants. The officers of the Royal Naval Reserve will, doubtless, be of great value as auxiliaries, but I hope they will not be considered as substitutes for officers trained in the Service, and it must always be doubtful how many of them would be available on the occurrence of an emergency. The supply of lieutenants which could be obtained from the Inferior List of Sub-Lieutenants would be trifling, and it is the opinion of many experienced officers that much evil has resulted from the number of the latter being already so small. No doubt any addition to the number of lieutenants and sub-lieutenants would interfere with the rapidity of promotion from those ranks, but there has been a tendeney of late years to carry regard for the interests of the junior ranks to an extent which is hardly reconcilable with efficiency, and my opinion is that, although it might not be desirable during peace to increase the Lieutenants' List to the full establishment of 1,200, it ought to be gradually restored to a mean between the existing and the regulated numbers. A list of 1,000 is, in my opinion, the least that ought to be maintained, and it was more numerous than that when I left the Admiralty, so lately as in 1859.

We are told by the Duke of Somerset that the time "sub-lieutenants have to remain in that rank, has of late years, owing to their reduced number, been unavoidably determined by the call for the service of lieutenants, in other words, by the vacancies for lieutenants in the complement of sea-going ships." The interpretation of that is that the List of Lieutenants is so small that it cannot meet the demands, even of a period of peace, without being reinferced from time to time, as ships are commissioned, from the List of Sub-Lieutenants. What, then, would be our position if war were to arise, and we were suddenly called on to provide lieutenants for more than twice as many ships as are now in commission? The answer might be, "Call up more sub-lieutenants;" but that would be like

* Now reduced to 12.

† I have since ascertained that there are only 34 captains on the list of 55 years of age and upwards; 14 of these (of whom 12 are under 60) are qualified by service for active flag rank. To effect the reduction of 100, I believe it would be necessary to offer retirement to captains of 45 years of age.

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like calling spirits from the deep. The present number of sub-lieutenants is 120, or about three-fourths of the number of the ships in commission bearing captains or commanders; and it is no wonder, therefore, that, in the words of the Duke of Somerset, "Many officers consider that there should be a large increase in the number of sub-lieutenants in each ship." If the whole of these were transferred to the Lieutenants' List on the outbreak of a war, the latter would still be altogether inadequate to the demands which would be made on it, and the process would be something like that of taking money out of one hand to put into the other, which is not considered a very profitable transaction.

I cannot, therefore, agree with the Duke of Somerset in thinking that the present size of the List of Sub-Lieutenants is a proof that some reduction in the number of entries of naval cadets might now be made. I believe, on the contrary, that great evil has resulted from the insufficiency of the number of sub-lieutenants, and that, although it has risen from 77 to 120, it is still too small. The present average time that sub-lieutenants have to remain in that rank is two years, and, although I object to three years' service being required to qualify them for promotion, I do not think they would have any reason to complain if their average time amounted to three years, and the list were increased accordingly. It would be perfectly clear that the greatest embarrassment would be felt on the occurrence of war, unless some such addition as I have suggested be made to the Lists of Lieutenants and Sub-Lieutenants, and the saying, "*on n'improvise rien en marine*," is still more applicable to the "*personnel*" than to the "*matériel*" of a navy. With the immense resources we possess, we might possibly build any additional number of ships we might require in two or three years, but it is impossible to convert a naval cadet into a lieutenant in less than five or six.

Limitation of the entries of naval cadets.

It is almost unnecessary, therefore, that I should add that I object to the limitation of the annual entries of naval cadets which is proposed, and I trust the Committee will not be disposed to recommend any stringent regulations in that respect, but that it will rather take warning from the example of the Committee on Naval Expenditure, which sat in 1848 (of which I was a member), whose recommendation that the entries should not exceed 100 in any year, was productive of very mischievous consequences, which I recollect predicting when its report was under consideration. In illustration of the evil which was occasioned by the insufficient entry of cadets, I may mention that a distinguished admiral, who was examined before the Committee on the constitution of the Board of Admiralty in 1861, stated in his evidence that he attributed a slackness of discipline, which he thought had crept into the Service, in a great measure to the paucity which had existed of late years of quarter-deck petty officers, who have important duties of a subordinate character to perform on board a man-of-war; and I remember asking him the question whether he was aware that the blame rested, not with Boards of Admiralty to which he attributed it, but with a Committee of the House of Commons. The Duke of Somerset, who was chairman of the Committee of 1848, candidly admits that the rule established in accordance with its recommendation led to inconvenience, and that the annual entry of naval cadets, which has been at the rate of 200 per annum during the last three years, has not exceeded the requirements of the Service. It is far better, I think, to leave such questions to the discretion of the Admiralty, which can be safely trusted, because all Boards must be perfectly alive to the evil which would result from overcrowding the junior lists with superfluous officers. At all events, the regulation proposed by the Plan would be inadmissible, because, if observed, it would preclude the possibility of increasing the number of lieutenants at any future time, or under whatever pressure.

Longer minimum sea service.

The Plan contains one other proposal which I do not think it would be advisable to adopt, namely, "that a longer minimum period of sea-service be required in the ranks below that of captain, to qualify an officer for promotion to a higher Active List." Such a proposal appears to me more especially objectionable in a plan which excludes two of those ranks, namely, lieutenants and commanders, from promotion at comparatively early ages, but on its own merits I should deprecate its adoption; and I believe the existing regulations which facilitate the occasional promotion of young men to the higher ranks have been productive of great advantage. I cannot understand why a sub-lieutenant, who, after a searching examination in seamanship, in navigation, and in gunnery, has received certificates to the effect "that he is competent to take charge of, and perform the responsible duties of officer of a watch on board any of Her Majesty's ships, that he is competent to navigate any of Her Majesty's ships," and that he is proficient in gunnery, should be required to serve three years before he could possibly obtain the rank of lieutenant, no matter what service (giving him a claim to promotion) he might perform in the meantime, or why, having obtained it, he should be required to serve for so long a period as four years before being qualified for the rank of commander. Neither can I understand why a lieutenant, who might possibly have been for years in command of a vessel of war, should, on obtaining the rank of commander, be obliged to serve in that rank double the time which is at present necessary before he could be made a captain. It would be invidious to mention names, but my own observation has led me to the conclusion that some of the best officers in the Navy are among those who have been promoted young, and, although every discretionary power is necessarily liable to be abused, I think the power of selecting for early promotion has, on the whole, been exercised to the benefit of the Service. This benefit is more especially felt as officers reach flag rank, to which it is very desirable that there should be occasional promotions at earlier periods of life than those at which, under whatever regulations of retirement, it can in most instances be attained.

The

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The earliest age at which an officer can now be made rear-admiral is about 42 or 43. The proposal which adds six years to this, and would make the rank of rear-admiral practically unattainable before the age of 50, appears so contrary to the spirit of the Plan that it is difficult to understand how it could have found its way into it. It ought to be considered, I think, in connexion with the 4th paragraph of the "Suggestions," whereby one-third of the promotions on the Selection Lists would be given to the officers having the greatest amount of active sea-service. This might be just to old and meritorious officers, and I should therefore be reluctant to express any opinion against it, but it certainly would not tend to invigorate the higher lists, and the combined effect of these proposals would be to confer promotion on probably some of the oldest men of their respective ranks, and to exclude the youngest from it.

There are some details of minor importance to which I had intended to refer, but I find my letter has reached such an unreasonable length that I will abstain from doing so. My remarks, however, as indeed they will speak for themselves, are not intended as a minute criticism of the Plan, and although I have been conscientiously compelled to express an opinion unfavourable to many of its leading principles, I think that much of it is deserving of favourable consideration.

Proposed increase of pay.

I do not think that the fact, referred to by the Duke of Somerset, of the pay of naval officers having been revised in 1816, and fixed, at that time, with due regard to the rates allowed to officers in the Army, is any argument against its reconsideration after the lapse of nearly half a century. If it can be shown that the rates are now insufficient to cover the expenses of officers when on full-pay, and give them a fair remuneration for their services, and to furnish them, when on half-pay, with reasonable means of subsistence in the social position they occupy, undoubtedly those rates ought to be revised; and the evidence which will be laid before the Committee will enable it to form a correct estimate on that subject, which is one on which I do not feel myself competent to express a positive opinion. I think, however, the existing rates cannot be said to err on the side of liberality; and I am inclined to the opinion, that in the instances, at least, of flag officers, whether serving at home or abroad, and of officers in command of Her Majesty's ships, an increase of pay would be reasonable to cover the expenses of the hospitality which the custom of the Service imposes upon them. I know of some appointments which no officer who had not a private fortune of his own could accept without incurring debt, and I do not think it creditable to the country that such cases should be possible.

The Duke of Somerset's objection—that the revision of the rates of pay of naval officers would lead to a similar demand from the sister Service—would not, I think, be a sufficient reason for refusing to listen to the claims put forth by the Navy; I do think, however, that great inconvenience results from the present practice of dealing with the two Services, as if they had nothing in common, and of adopting measures in reference to one without considering their bearing on the other. I could mention more instances than one, in proof of this, which have come to my notice during my connexion with the Admiralty; and I think the departments concerned, that is to say, the Admiralty, the War Office, and the Treasury, ought to come to an understanding that all proposals, relating to increase of pay, should be sent by the Admiralty to the War Office, or by the War Office to the Admiralty, as the case might be, for consideration; and that the correspondence between the two departments should be transmitted to the Treasury as a preliminary to the final decision of the Government. I do not mean that the consent of one department should be necessary to the proposal of the other, which would be fatal to the independence of both, but only that such questions should have a fuller consideration than they now receive, and that one department should not be driven to resort to, perhaps, most inconvenient regulations merely because the other had adopted them.

The vast importance of the inquiry over which you have been so deservedly appointed to preside has induced me, I fear at too great length, to put you in possession of my opinion respecting some of the principal features of the Plan for the Promotion and Retirement of Naval Officers now under consideration. I have done so with much mistrust of my own judgment, knowing how many persons more competent than myself to form a correct opinion on the subject have arrived, in many instances, at different conclusions. I have done so also with great reluctance, because I think Sir John Hay deserves the greatest credit for the pains he has taken and for the ability he has displayed in introducing his views to the notice of the public. I am quite conscious, too, that he and I look at the question from different points of view. He looks forward to ameliorations, which he thinks will impart still greater vigour and efficiency to the several lists; I, on the contrary, have looked back, perhaps too much, to what the Service was when I first became a member of the Board of Admiralty, nearly 22 years ago, and to the improvement, almost exceeding expectation, which has resulted from the measures which have been since adopted, and which have not even yet arrived at full maturity.

The result of those measures has justified the Duke of Somerset in stating "that the current of promotion has been rendered more steady, and the Active List of the Navy restored to a more satisfactory condition than at any period since the conclusion of the war in 1815;" and I doubt whether these advantages might not be imperilled by the adoption of the "proposed Plan."

Believe me, &c.
H. Corry.

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CIRCULAR No. 49.—C.—(*Rank of Officers of the Navy, and of the Navy and Army.*)

Admiralty, 30 June 1863.

HER MAJESTY has been graciously pleased to direct, by Her Order in Council dated the 11th of June 1863, that officers of the Navy shall take relative rank and precedence according to the annexed Table, No. 1, and with officers of the Army according to Table No. 2; and that such Tables be substituted for those laid down in Articles 2 and 3, Section 1, Chapter 4, and Article 1, Chapter 5, of the Queen's Regulations. Officers belonging to the Military Branch of the Royal Navy are to command in the order in which they stand in the said Table No. 1, with the exception specified in the following paragraph:—

Masters are to rank with Lieutenants according to the dates of their respective commissions, Lieutenants taking precedence when the commissions are dated the same day. Staff Captains and Staff Commanders (notwithstanding the new rank conferred upon them) and Masters are, in all matters of command, and in all details relating to the duties of the Fleet and to the discipline and interior economy of Her Majesty's Ships, to be held subject to the authority of Lieutenants, of whatsoever seniority they may be.

By Command of their Lordships,
C. Paget.

To all Commanders in Chief, Captains, Commanders,
and Commanding Officers of Her Majesty's Ships and Vessels.

TABLE I.

WITH reference to Page 27 of the Queen's Regulations, the Officers of the Military Branch will rank as follows:—

1. Flag Officers.
2. Commodores.
3. Captains.
4. Staff Captains (late Masters of the Fleet).
5. Commanders.
6. Staff Commanders (late Masters of 15 years' seniority).
7. Lieutenants.
8. Masters.
9. Sub-Lieutenants.
10. Second Masters.
11. Gunners, 1st Class.
    Ditto 2d „
    Ditto 3d „
12. Boatswains, 1st Class.
    Ditto 2d „
    Ditto 3d „
13. Carpenters, 1st Class.
    Ditto 2d „
    Ditto 3d „
14. Midshipmen.
15. Masters' Assistants, above 17 years of age, and with 2 years service at sea in the Royal Navy or Merchant Service.
16. Naval Cadets.
17. Masters' Assistants, under 17 years of age, and 2 years at sea.

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CIVIL BRANCH.

Denomination of Civil Officer.		To Rank with
1. Chaplain.		
2. Inspector General of Hospitals and Fleets.	After 3 years' service on full-pay as such.	Rear Admiral, according to the date of the completion of the service stated.
3. Ditto - - ditto - -	Under 3 years' ditto	Commodore of the 1st and 2d Class, according to date of commission.
4. Secretary to Admiral of the Fleet.	- - - -	Captain over 3 years, according to date of commission or appointment.
5. Paymaster in Chief -	- - - -	Ditto - - - ditto.
6. Deputy Inspector General of Hospitals and Fleets.	After 5 years' service on full-pay as such.	Captain over 3 years. In these cases the Captain to reckon his seniority from the date of completing 3 years in that rank; and the Deputy Inspector General of Hospitals and the Inspector of Machinery from the date of completing 5 and 8 years' service in their respective ranks.
7. Inspector of Machinery Afloat.	After 8 years' service on full-pay as such.	
8. Secretary to a Commander in Chief.	After 5 years' service as such.	Captain under 3 years.
9. Deputy Inspector General of Hospitals and Fleets.	Under 5 years' service, on full-pay as such.	Ditto - - ditto.
10. Inspector of Machinery Afloat.	Under 8 years' service on full-pay as such.	Ditto - - ditto.
11. Staff Surgeon - -	- - - -	Commander, but junior of that rank.
12. Paymaster - - -	Of and above 15 years' seniority.	Ditto - - - ditto.
13. Chief Engineer - -	Ditto - - ditto -	Ditto - - - ditto.
14. Secretary to a Junior Flag Officer, Commodore of the 1st Class, or Captain of the Fleet.	- - - -	Lieutenant above 8 years' seniority, according to date of commission. In these cases the Lieutenant, Paymaster, and Chief Engineer are to reckon their seniority from the date of completing 8 years' service in their respective ranks.
15. Surgeon - - -	- - - -	
16. Paymaster - - -	Of 8 years and under 15 years' seniority.	
17. Chief Engineer - -	Ditto - - ditto -	
18. Secretary to Commodore of the 2d Class.	- - - -	Lieutenant under 8 years' seniority, according to date of commission.
19. Paymaster - - -	Under 8 years' seniority	
20. Chief Engineer - -	Ditto - - ditto -	
21. Naval Instructor - -	- - - -	
22. Assistant Surgeon - -	After 6 years' service on full-pay as such.	
23. Assistant Surgeon - -	Under 6 years' ditto	Sub-Lieutenant, according to date of commission or order.
24. Assistant Paymaster -	- - - -	
25. Engineer - - -	- - - -	
26. Assistant Engineer -	- - - -	Midshipman, according to date of first order.
27. Clerk - - - -	- - - -	

TABLE II.

With reference to Page 48 of the Queen's Regulations, the Relative Rank of the Officers of the Navy and Army is to be as follows:—

1. Admirals of the Fleet						Field Marshals — According to date of commission.
2. Admirals						Generals — According to date of commission.
3. Vice Admirals						Lieutenant Generals — According to date of commission.
4. Rear Admirals						Major Generals — According to date of commission.
5.		Inspectors General of Hospitals and Fleets, after 3 years' service on full-pay as such.				Major Generals, according to the date of the completion of the service stated.
6. Captains of the Fleet						Brigadier Generals — According to date of commission.
7. Commodores, 1st and 2d Class.		Ditto, under 3 years' ditto				Ditto - ditto — According to date of commission.
8. Captains, over 3 years			Secretaries to Admirals of the Fleet.	Paymasters in Chief		Colonels — According to date of commission.
9.		Deputy Inspectors General of Hospitals and Fleets, after 5 years' service on full-pay as such.			Inspectors of Machinery Afloat, after 8 years' service on full-pay as such.	Colonels, according to the date of the completion of the service stated.
10. Captains, under 3 years	Staff Captains (late Masters of the Fleet).	Ditto, under 5 years' ditto	Secretaries to Commanders in Chief, of 5 years' service as such.		Ditto, under 8 years' ditto.	Lieutenant Colonels, according to date of commission.
11. Commanders	Staff Commanders (late Masters of 15 years' seniority).	Staff Surgeons	Ditto, under 5 years' ditto.	Paymasters, of 15 years' seniority.	Chief Engineers, of 15 years' seniority.	Lieutenant Colonels, but junior of that rank.
12. Lieutenants, of 8 years' standing.	Masters, of 8 years' standing.	Surgeons	Secretaries to Junior Flag Officers.	Ditto, of 8 years' ditto.	Ditto, of 8 years' ditto.	Majors — According to date of commission or order.
13. Ditto, under 8 years' ditto	Ditto, under 8 years' ditto.		Secretaries to Commodores, 2d Class Naval Instructors.	Ditto, under 8 years' ditto.	Ditto, under 8 years' ditto.	Captains — According to date of commission or order.
14.		Assistant Surgeons, after 6 years' service on full-pay as such.				Captains, according to the date of the completion of the service stated.
15. Sub-Lieutenants	Second Masters	Ditto, under 6 years' ditto		Assistant Paymasters.	Engineers	Lieutenants, according to date of commission or order.
16. Midshipmen	Masters' Assistants, above 17 years of age, and 2 years' service at sea in Navy or Merchant Service.			Clerks.	Assistant Engineers.	Ensigns, according to seniority in their ranks.

Admiralty, 8 July 1863.

CIRCULAR No. 50.—W.—REGULATIONS relative to the Entry and Examinations of Naval Cadets of the Second Class, Masters' Assistants, and Second Masters.

MY Lords Commissioners of the Admiralty, having had under their consideration the position of the Masters of the Royal Navy, are pleased, under the authority of Her Majesty's Order in Council of the 11th June 1863, to establish the following regulations for—

I. The examination and entry of young gentlemen in this branch of the service.

II. The education of those entered previously to their being sent to sea.

III. The examinations to be subsequently passed by them previously to their being considered qualified for the rank of Second Master.

IV. The relative rank of Masters with other officers, and their eligibility to receive out-pensions of Greenwich Hospital.

I.—EXAMINATION AND ENTRY OF CANDIDATES.

1. Young gentlemen, on first entering this branch of the Service, will be denominated Naval Cadets of the Second Class.

2. No person will be nominated to a Cadetship of the Second Class in the Royal Navy who shall be under 13 or above 15 years of age at the date of his first examination.

3. Every candidate who obtains a nomination will be required to pass an examination at the Royal Naval College at Portsmouth, on the first examination-day after his nomination.

4. The candidate must produce a certificate of birth or declaration thereof, made before a magistrate.

5. The candidate must be in good health, and fit for the service—that is, free from impediment of speech, defect of vision, rupture, or other physical inefficiency.

Candidates will be required—

1. To write English correctly from dictation, and in a legible hand.

2. To read and translate an easy passage in French.

N.B.—The aid of a dictionary will be allowed for this translation.

And to have a satisfactory knowledge of—

3. The leading facts of Scripture and English History.

4. Modern Geography, in so far as relates to a knowledge of the principal countries, capitals, mountains, and rivers. To be able to point out the position of a place on a map when its latitude and longitude are given.

5. Arithmetic, including proportion, and a fair knowledge of vulgar and decimal fractions.

6. A knowledge of the definitions and axioms of the First Book of Euclid.

As Drawing will prove a most useful qualification for naval officers, it is recommended that candidates for this service should be instructed therein.

6. If the candidate be found not qualified at his first examination, he will be allowed a second trial at the next quarterly examination; should he not pass this second examination, he will be finally rejected.

II.—EDUCATION OF CANDIDATES ENTERED.

7. If the candidate succeed in passing the required examination, he will be at once appointed to a training-ship, for the purpose of instruction in the following subjects, namely—

1. In Algebra, Simple Equations.

2. The Elements of Geometry.

3. Plane Trigonometry, and the solution of practical and useful problems.

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4. Spherical Trigonometry, the mode of solving triangles, and its application to simple astronomical problems.

5. In Navigation, a day's work, and meridianal altitudes, longitude by chronometer, construction and use of charts.

6. Nautical instruments: to explain and use the sextant, azimuth compass, artificial horizon, and theodolite.

7. The use of the globes, with correct definitions of latitude, longitude, azimuth, amplitude, and other circles of the sphere.

8. Examinations of the Naval Cadets of the Second Class will be held as laid down in Chap. 8, Arts. 5, 6, and 7, of the Queen's Regulations and Admiralty Instructions, and such Cadets as succeed in passing the final examination will be discharged to seagoing ships as Masters' Assistants.

9. On leaving the training-ship, time will be allowed to the Naval Cadets of the Second Class, according to the certificate obtained, in the same proportion as is allowed to cadets by Chap. 8, Art. 8 of the Instructions.

NOTE.—List of Instruments and Books which each Cadet will be required to have on entry.

- Quadrant or Sextant.
- Case of Mathematical Instruments, including a good Protractor.
- Spy Glass.
- French Grammar, and a Dictionary containing Sea Terms.
- A Book on Navigation.
- Euclid's Elements.
- Book of Geograghy (Sullivan's 2*s*. Edition.)
- Book on use of Mathematical and Maritime Instruments.
- A Book on the Steam Engine.
- Colenso's Arithmetic and Algebra.
- Jeans' Trigonometry.
- Boyd's Naval Cadets' Manual.
- The Ship's Library will contain Books of Instruction.

III.—Examinations for Rank of Second Master.

10. When a Master's Assistant shall have completed three years' service, including so much of his time in the training-ship as has been allowed, he must undergo the examination laid down for Midshipmen, in Chap. 8, Art. 10 of the Instructions. The candidate's knowledge of gunnery, however, need not extend beyond the simple exercise of the great-guns; but he must show a fair amount of proficiency in the small-arm and cutlass exercises, and acquaintance with the stowage of ships' holds, as well as the mode of laying out and weighing anchors by boats.

11. At this examination, a first or second class certificate, in the form laid down in the Appendix to the Instructions, is to be given, according to the merit of the candidate, or he is to be rejected if found incompetent; and the period which may elapse from the date of his being so rejected to the date of his passing the intermediate examination shall not be allowed as sea-time.

12. A Master's Assistant must serve for a further period of two years from the date of his passing the intermediate examination; and having completed such two years' service, and being not less than 19 years of age, he may present himself for examination for the rank of Second Master; but he must then produce a Remark Book kept by himself for the last two years of his time.

13. In addition to the examination in seamanship laid down in the Instructions, a candidate for the rank of Second Master will be required to pass an examination in general pilotage before the same officers; and a separate certificate of his qualification in this branch of his knowledge is to be sent along with the certificate of his having passed in seamanship.

14. The regulations at present in force as to examination in navigation at the Royal Naval College, and other qualifications for the rank of Master, will remain unaltered.

IV.—For the Relative Rank of Staff Captains, Staff Commanders, and Masters with other Officers, and as regards their Eligibility to receive Out-Pensions of Greenwich Hospital, see Circulars Nos. 49 C and 48 P.

Staff Captains and Staff Commanders are not to sit as Members of Courts Martial under Section 50 of Naval Discipline Act, 1861.

Staff Commanders are to be included in reckoning the numbers of Masters entitled to the higher rates of half-pay under the Order in Council of 23d July 1814.

By Command of their Lordships,

C. Paget.

To all Commanders in Chief, Captains, Commanders, and Commanding Officers of Her Majesty's Ships and Vessels.

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CIRCULAR No. 47.—P.—(*Pay of Engineer Officers when in charge of Engines.*)

Admiralty, 18 June 1863.

WITH reference to the regulations at present governing the rates of pay of Engineers in charge of engines, under which Engineers and Assistant Engineers in charge are granted one shilling per diem extra, no allowance being payable to Chief Engineers or to Engineers for special charge, my Lords Commissioners of the Admiralty are pleased to direct, by the authority of Her Majesty's Order in Council dated the 11th instant, that the following rates of extra allowances shall in future be paid to Engineers of every grade when in charge of engines of ships in commission, in lieu of those at present established, viz. :—

	Rate per day. s.	d.
When in charge of engines under 200 horse-power - - - -	1	–
When in charge of engines of 200 horse-power, and under 400 horse-power	1	6
When in charge of engines of 400 horse-power, and under 700 horse-power	2	–
When in charge of engines of 700 horse-power and upwards - - -	3	–

Engineers and Assistant Engineers in charge of engines of ships not in commission, to receive, as at present, one shilling per diem.

By command of their Lordships,

C. Paget.

To all Flag Officers, Captains, Commanders, and Commanding Officers of Her Majesty's Ships and Vessels.

CIRCULAR No. 48.—P.—(*Staff Commanders' and Masters' Greenwich Out-Pensions.*)

Admiralty, 18 June 1863.

MY Lords Commissioners of the Admiralty have been pleased, by the authority of Her Majesty's Order in Council dated the 11th June 1863, to establish 15 Greenwich Out-Pensions, of 50*l.* a year each, for Staff Commanders and Masters of the Royal Navy, under the following regulations:—

1. Staff Commanders and Masters on the Active List, who accept the out-pension, will be placed on the Retired List.

2. Staff Commanders and Masters will be eligible for selection, provided they shall have nine years' service afloat in either of those ranks, or in both combined.

3. Staff Commanders and Masters will be eligible for selection who have received severe wounds in action, or disabling hurts on actual service. These officers are to be exempt from the above rule respecting time of service.

4. The regulations laid down in the scheme of retirement under Order in Council of 1st August 1860 (published in the supplement to the "London Gazette" of 3d August 1860), respecting time in the Coastguard, Transport, or Mail Services, are to apply equally to the service required to qualify officers nnder the 2d clause of these Regulations.

By command of their Lordships,

C. Paget.

To all Commanders in Chief, Captains, Commanders, and Commanding Officers of Her Majesty's Ships and Vessels.

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PAPER furnished by Captain *William Horton*, and referred to in his Evidence, 15 May 1863.

ADDENDUM to Reply 2424.

IT seems to me that an undue rapidity of advancement, to be followed, after a time, by corresponding retardation, would be liable to ensue from the adoption of a fixed and invariable number of officers in each rank.

The remedy which I propose is the following: A certain margin should be left as to the ultimate number of officers to fill each rank; having for its temporary maximum the number deemed to be abundant for the prospective requirements of the Service, with a minimum prescribed by such considerations as should cause the margin to be narrowed year by year, until a fixed number for each rank should be determined, upon well-defined principles, confirmed by experience.

Those principles I will endeavour to state. For their better illustration I would describe a set of tables constructed after the manner of a barometric or thermometric register. The lines of length should represent the divisions of time contained in each table; and those of breadth, the number of officers filling each rank at each annual period.

It would be found apparent from such tables that the waste (so to speak of the annual diminution of numbers) whether resulting from death, discharge, retirement, or abandonment of the naval service, has been greater in some ranks as compared with others, at various times and under different influences.

I mean by this, to say that an average of the waste in each rank under the new system, would have to be ascertained, instead of assuming an arbitrary number to represent the annual waste in each rank. I mean, further, to say that on the adoption of compulsory retirement and substitution of a regular for an intermittent retirement by option, a larger number of cadets might be admitted for some years to come, having the prospect of partaking in the regular and more rapid flow of promotion which would undoubtedly follow upon the adoption of Sir John Hay's plan; and who would, in the meantime, fill up the list of sub-lieutenants to an efficient number. The number on that list, at present, scarcely exceeds the number of flag officers on the Active List.

During the period of uncertainty as to the effect of Sir John Hay's plan, if adopted, upon the relative waste in the different ranks, the margin to which I have already alluded ought to be governed upon a plan which should place it beyond the possible influence of temporary, or especially of political inducement, to extend, instead of gradually restricting the breadth of that margin.

I believe that the effect of such a system, based upon calculations of what would really answer the intended purpose, would be to establish a great degree of satisfaction among officers of all ranks.

Such is the case in the French Navy, where I believe the system is to select each year a number of officers who have fulfilled certain requirements prescribed for their qualification to receive promotion; these names are placed (and published) on what is called the "*Cadre d'avancement*," whence the Minister of Marine may fill the vacancies in each superior rank as they occur.

This has been the case for many years, in accordance with an Imperial decree confirming an Ordinance of the President of the Republic, and I believe it affords complete satisfaction in all those ranks of the French Navy to which it is made to apply.

I would, therefore, venture humbly to recommend its consideration to the Committee, as affording an instance of a well-working system, independent of political influences, and which might serve to enlighten Honourable Members as to the manner in which that great end might be attained with reference to the Navy of this country.

Submitted to the Right Honourable the Chairman, and the Honourable Members of the Select Committee, in extension and explanation of certain portions of my verbal evidence.

(signed) *W. Horton*,
Captain, R. N.

Oxney Court, Dover, 18 June 1863.

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"*Britannia,*" *H. M. S.* Satisfaction expressed with the present system in the "Britannia" for the instruction of naval cadets, *Sir G. R. Mundy,* 1307, 1308. 1555-1557; *Parkin* 2561——Statement of the course of instruction in the "Britannia" for about a year or fifteen months after entry, *Duke of Somerset* 4508. 4526, 4527.

See also *Education and Training. Examinations. Naval Cadets. Naval College and Training Ships.*

Report, 1863—*continued.*

C.

Cadets. See *Naval Cadets.*

CAPTAINS:

I. *Active List:*

1. Question as to Compulsory Retirement at the Age of Sixty.
2. Question as to a Reduction of the Active List.
3. As to the Sea Service or Qualification necessary for Flag Rank.
4. As to the Amount of Employment in the Rank of Captain.
5. Question as to the Efficiency of the Active List.
6. Statistics as to Promotion in different Years.
7. Operation of the Order in Council of August 1860.

II. *Reserved and Retired Lists:*

1. Generally as to the Character and Extent of the several Lists.
2. Complaint on the part of Officers on the Reserved List of 1851.
3. Complaint on the part of Officers on the Retired Lists.

I. *Active List:*

1. Question as to Compulsory Retirement at the Age of Sixty:

Evidence in favour generally of extending to all captains, as well as to flag officers, the principle of compulsory retirement by age, *Harvey* 457 *et seq.*; *Earl of Lauderdale* 1068, 1069. 1074. 1083, 1084. 1199; *Sir G. R. Mundy* 1278, 1279. 1291. 1434–1436; *Elliot* 1563 *et seq.*; *Captain Key* 1784. 1883. 2004; *Sulivan* 2236, 2237. 2250–2253; *Parkin* 2259, 2260; *Horton* 2485–2487——All captains should be retired at the same age, whether they have served or not, *Harvey* 860. 1004; *Earl of Lauderdale* 1069. 1082; *Paynter* 2621. 2642. 2645. 2789——For the efficiency of the service, the age for the compulsory retirement of captains should be fixed at sixty, *Earl of Lauderdale* 1073, 1074. 1091, 1092. 1162.

Conclusion that captains would not be aggrieved by a compulsory retirement at sixty, if the principle were also applied to flag officers, *Sir G. R. Mundy* 1286–1289——Reasons for captains being retired at sixty, when it is proposed to retain flag officers until they are seventy, *ib.* 1549–1551——Captains might be retired at the age of sixty, exceptions to this rule being however allowed, *Captain Key* 1875–1877. 1897, 1898——Approval of sixty as the age for the compulsory retirement of captains, *Sulivan* 2241. 2252.

Expediency in applying compulsory retirement to all captains at the age of sixty, of its being discretionary in the Admiralty to extend the age when an officer is in active command on attaining it, *Paynter* 2642, 2643——Witness is decidedly in favour of compulsory retirement by age of captains as well as of flag officers, *Moorman* 3032. 3086–3090; *White* 3277–3282. 3355–3359; *Liddell* 3718–3724; *Woodgate* 3936–3939.

The naval members of the Board in 1860 strongly objected to a compulsory age retirement for captains, *Duke of Somerset* 4481, 4482——All the senior captains considered that it would be a very great injustice to them, *ib.* 4481——Improved and improving state of the Captains' List under the present system, *ib.* 4656, 4657——Difficulty of getting rid of the less efficient officers on the Captains' List, until they arrive at an age at which they might be retired, *ib.* 4868——Doubt whether any better system can be devised for dealing with captains unemployed, than that of retiring them with flag rank, *ib.* 4879–4883.

Grounds for objecting to the compulsory retirement of captains at a certain age, even as a prospective measure, *Sir G. F. Seymour* 5144–5146——Captains not selected for promotion might be retired with increased rank at the age of sixty, *Moore* 5356. 5361, 5362.

Calculations by Mr. Willich, with reference to the question of the compulsory retirement of captains at the age of sixty; opinion favourable thereto, *App.* 368–370.

Exceptions taken by Mr. Corry to the compulsory age retirement of all captains, *App.* 399, 400.

Reasons adduced by the committee for disapproving of the principle of retirement of age being applied to the Captains' List, *Rep.* xi, xii.——The committee consider that it would not be just to extend the existing application of the principle of compulsory age retirement to the whole of the Captains' List at present, *ib.* xii. xiv.——If the principle of compulsory age retirement should be extended further to the Captains List, it would be right to fix a higher age than that which is applicable to commanders and lieutenants, *ib.* xv.

2. Question as to a Reduction of the Active List:

The number of captains should be reduced from 350 to 300, *Sir G. R. Mundy* 1324; *Paynter* 2628–2630——On the Captains' Active List about 200 would be sufficient, *Sulivan* 2223——The Captains' List should be reduced to 250, *Horton* 2438–2440; *Parkin* 2541, 2542; *Fishbourne* 4121.

Approval

CAPTAINS—continued.

I. *Active List*—continued.

2. Question as to a Reduction of the Active List—*continued.*

Approval of a reduction of the Captains' List by about fifty officers, *Duke of Somerset* 4583-4586. 4587——Opinion that the best mode of rendering the Captains' List more efficient would be to reduce it to 300 by inducing the older officers to retire, *ib.* 4796.

Witness approves of a reduction in the Captains' List, rather than in the Flag List, *Moore* 5267-5269——Advantage on the score of employment if the Captains' List were reduced to 300; obstacle, however, as interfering with promotion, *ib.* 5343. 5345, 5346.

Inexpediency of reducing the Captains' List to 250 officers; impracticability of at once doing so under the plan proposed by Sir John Hay, *Right Hon. T. L. Corry* 5509-5515——Non-objection to the Captains' List being reduced to 300 if there be no reduction in the Commanders' List, *ib.* 5541, 5542.

Regulation in Order in Council of 25th June 1851 for reducing the number of captains on the Active List to 350, *App.* 339.

Exceptions taken by Mr. Corry to the proposals for largely reducing the Captains' List, *App.* 404, 405.

Expediency, with a view to the efficiency of the service, of a reduction of the Captains' List below 350, *Rep.* vii——The best way for reducing the Captains' List would be by a specific grant for the employment of the Navy, and by applying such grant to the withdrawal of a certain number of officers from the Captains' and Commanders' List, *ib.*——The Captains' List should not exceed, as a maximum, 300 instead of 350, *ib.* xiv.

3. As to the Sea Service or Qualification necessary for Flag Rank:

Requirements necessary in order for a captain to become a flag officer, *Jesse* 11-13——Captains may qualify for the Active Flag List merely by serving in harbour, *Harvey* 410, 411——Approval of six years' sea service as captain being deemed sufficient before promotion to rear admiral, *Earl of Lauderdale* 1181-1184. 1218; *Sir G. R. Mundy* 1268, 1269——Importance of the service in the rank of captain being as much as possible sea service, *Captain Key*, 1886-1888. 1893-1895.

Statement showing that the qualifications required of captains in regard to sea service before promotion to the Flag List operate in some cases with great inequality and hardship, *Sulivan* 2276-2287——Nature of the amendments suggested in regard to the time to be counted by captains for promotion, and in regard to the definition of "sea service" as required of them, *ib.* 2280-2286. 2298-2304——Service partly as captain, and partly as commodore, should count for more than service wholly as captain, *ib.* 2282. 2300-2304.

Difficulty of increasing the period of service in the rank of captain, *Parkin* 2546, 2547——Suggestion that six years' sea service should be required of captains equally in peace and war, *ib.* 2610, 2611——Expediency of the service of captains being actual sea service for at least two-thirds of the required time before promotion, *Moorman* 2948-2950. 2955-2961——Witness offers sundry considerations relative to the qualifications of captains for flag rank, *Fishbourne* 4085-4092——At present, officers may be promoted to flag rank, who have served only in harbour, and have never actually commanded at sea, *ib.* 4091-4094. 4126.

Stricter regulations as regards sea time, by which the number of officers qualifying for their flag may be restricted, *Moore* 5372-5374.

Suggestion that no officer be promoted to active flag rank who has not served at least three years in a *bonâ fide* sea-going ship as a part of the time at present required to qualify him for flag rank, *Rep.* x.

4. As to the Amount of Employment in the Rank of Captain:

Out of 350 captains on the Active List, no less than 230 or 240 are unemployed, and 138 have never been employed at all in that rank, *Harvey* 570——Promotion in the Active List of captains adverted to with reference to the questions of employment in that rank, and the effect thereof upon the Flag List, *ib.* 632-635——Instance of an officer who was at Trafalgar, having since 1830 applied eighty-four times for active employment, *ib.* 664.

Importance of constant employment of captains on the Active List; evil of the present system, *Sir G. R. Mundy* 1392-1395. 1403——Doubt as to there being any very great dissatisfaction in regard to captains not obtaining active service, *Horton* 2499, 2500——At the present time there are only 106 captains employed, *Parkin* 2542. 2547.

The captains now employed, are 1 in 3½, *Duke of Somerset* 4565——Statement that out of 246 applications by captains for employment, since witness came into office in July 1859, 194 appointments have been made, *ib.* 4568. 4673. 4575.

Return of the number of captains, active and retired, in various years from 1816 to 1863, showing the numbers employed, *App.* 344.

Report, 1863—*continued.*

CAPTAINS—continued.

I. *Active List*—continued.

5. Question as to the Efficiency of the Active List:

Inefficiency of a large portion of the Active List of captains, although there may be on the list an adequate number of efficient officers for the service required, *Harvey* 752–755——There are plenty of efficient officers on the Captains' List, *Earl of Lauderdale* 1196——Prejudice to the efficiency of post-captains on account of the long intervals of non-employment before joining their ships, *Sir G. H. R. Mundy* 1392–1395.

6. Statistics as to Promotion in different Years:

Return of the number of captains on the Active List promoted to the Active and Reserved Flag Lists respectively, in each of the years 1851–62, *App.* 345.

Return of the number of captains on the Active List in each year from 1852 to 1862 inclusive; also the numbers promoted to the Active, Reserved, and Retired Lists of flag officers, the total number of vacancies on the Active List of captains, and the number of promotions to the rank of captains, in each of those years, *App.* 347.

Return showing the number of captains removed from the Active List by promotion, death, removal to the Reserved or Retired Lists, or discharge, in each of the years 1853–62, *App.* 359.

7. Operation of the Order in Council of August 1860:

Grievances under the Order in Council of 1860, which should have been prospective, whereas it was altogether retrospective as regards some of the captains affected by it, *Harvey* 426–443. 449–456. 473–486; *Paynter* 2730–2732. 2767–2776——Argument as to the Order in Council of 1860 having operated with great hardship upon the class of captains required to retire as not having served, their non-employment being in no way any fault of their own, *Paynter* 2730–2732. 2767–2776——Those officers now coming on the Captains' List have no just cause of complaint against the regulation of 1860, *ib.* 2731.

Witness has been placed this year on the Retired List in consequence of the Order in Council of 1860, *White* 3265–3268——Former services of witness adverted to, and great exertions made by him to obtain active employment, so that he considers himself much aggrieved in being retired at the age of sixty, whilst Admirals are retained on the Active List till a much later age, *ib.* 3269 *et seq.*——Partial operation of the Order in Council of 1860 as regards the different classes of retired captains, *ib.* 3283, 3284.

Effect of the Order in Council of 1860 to increase the present pay of witness, whilst it injures him in a much greater degree in debarring him from arriving at the rank and pay of a flag officer on the Active List, *White* 3285–3287. 3323. 3326–3343. 3347–3350—— Witness now receives 20*s.* a day, and before he was retired had only 14 *s.* 6*d.*; injury to him nevertheless in regard to prospective rank and pay, *ib.* 3326–3342. 3347–3350—— Good service of witness and frequency of his solicitations for employment further adverted to, *ib.* 3342, 3343. 3351–3354.

Very limited effect, retrospectively, of the Order in Council of August 1860, with regard to officers on the Captains' List, *Moore* 5206.

Regulations in Order in Council of 1st August 1860, for placing on a Retired List all captains attaining the age of sixty, without having served in their present rank, *App.* 341.

II. *Reserved and Retired Lists:*

1. Generally as to the Character and Extent of the several Lists:

Nature of the Retired List of Captains C. D. E.; diminishing character of this list, *Jesse* 93–100. 107–114——Information as to the Retired List of Captains T.; this has been open only since 1860, and is increasing, *ib.* 115–121——Nature of the Reserved List of Captains F. G., *ib.* 122–126——Nature of the Retired List of Captains H. I. K., which is a diminishing list, *ib.* 127–134.——Nature of the List of Retired Captains U.; this comprises commanders on the Active List who have attained the age of sixty, *ib.* 135, 136.

Explanatory statement as to the distinction between the Reserved Lists and Retired Lists of captains; greater inducement to officers to go upon the former, *Jesse* 261.

Order in Council of 24th April 1847, and provisions therein for the retirement of 200 captains, as a means of improving the Flag List, *App.* 338——Order in Council of 7th May 1858, relative to the promotion, on retirement, of captains dealt with under the Order in Council of June 1851, *ib.* 340, 341.

Return of the number of captains on the Active, Reserved, and Retired Lists at different periods since 1816, with the dates of the formation of the several Reserved and Retired Lists, *App.* 346.

Important alterations and improvements effected in the state of the several lists by the Orders in Council of 1847 and 1851, *Rep.* iv, v.

2. Complaint

Report, 1863—*continued.*

CAPTAINS—continued.

II. *Reserved and Retired Lists*—continued.

2. Complaint on the part of Officers on the Reserved List of 1851:

Reference to the Order in Council of 25 June 1851, by which the Reserved List of Captains was created, as not specifying that officers should not rise in the list and attain to the rank of rear-admiral; witness, however, has never understood that they were to rise beyond the rank of captain, *Jesse* 308–329. 338–342.

Witness is a captain on the Reserved List F. G., which was created under the Order in Council of 25th June 1851, *Pilkington* 3142, 3143——Explains the circumstances under which he accepted promotion to the Reserved List, and complains that he is practically on the Retired List, although he looked forward to further employment and promotion, *ib.* 3144 *et seq.*——Other officers have also been misled under the Order in Council of June 1851; they having distinctly believed that they were to be available for future service, *ib.* 3146. 3177. 3180——Absence of difference between the commissions granted to reserved captains and to active captains, *ib.* 3147. 3194–3196. 3204. 3250——The advantage to witness and others by going on the Reserved List was 6*d.* a day additional pay; witness has since got another 3*d.* a day, *ib.* 3148, 3149. 3262–3264——Extent to which as regards pensions the captains on the Reserved Lists have been recognised by the Admiralty, *ib.* 3150——Witness is precisely in the same position as a captain on the Retired List, *ib.* 3151, 3152.

Further statement as to witness having had full expectation of employment when he accepted promotion under the Order in Council of June 1851; he had in fact previously refused retirement, *Pilkington* 3153 *et seq.*——Applications by witness for employment during the Russian War; how these applications were met, *ib.* 3154——Probability of witness having obtained employment during the Russian War, or some other employment, but for his having been on the Reserved List, *ib.* 3157–3168.

Argument that witness's claims have not been met equitably by his being debarred further employment and promotion, although the Order in Council of June 1851 was passed, in fact, in order to meet the claims of those who had served long and well, *Pilkington* 3169 *et seq.*——Non-interference with the rights of captains on the Active List if the claims of those in the Reserved List F. G. were conceded; increased expense, however, to the country, *ib.* 3174——Period of sea service of witness; since 1832 he has served only in the Coast Guard, *ib.* 3185–3191——Willingness of witness to accept Sir John Hay's plan for amalgamating the Reserved and Retired Lists, and for bettering the position of the reserved captains, *ib.* 3192–3201.

Words of the Order in Council of June 1851 adverted to with reference to witness's complaint that he considered himself included in the promises there held out, *Pilkington* 3202 *et seq.*——Conclusion as to witness having a right to ascend to the Reserved List of Admirals, whatever claims other officers may have who have been reserved, *ib.* 3214–3261.

Opinion that the captains on the Reserved List F. G. have no claim to be advanced to flag rank, *Moore* 5392, 5393.

3. Complaint on the part of Officers on the Retired Lists:

Witness retired as captain in 1846, in the hope more especially of being able thereby to get his son promoted; had strong claims on the service, *Collier* 4019–4023. 4029–4033——Complains that in common with numerous other officers, he has been most harshly treated by the conditions of retirement, subsequent retirements with improved conditions having been applied to officers with much less claim, *ib.* 4024–4029.

Witness is on the Retired List of captains H. I. K., *Sir J. Ross* 4374, 4375——Complains that in accepting retirement on this list under the Admiralty Circular of March 1856, he did so under the influence of an indirect threat as regards future promotion, *ib.* 4376–4388——In common with other officers on this list, witness deserved something better than 10*s.* 6*d.* a day after his long services, *ib.* 4382. 4390–4394. 4409–4419——The case of officers on this list is rendered more hard by the Order in Council of 1860, as they would be much better off if they had waited to be retired under that order, *ib.* 4389. 4390. 4396–4400. 4413–4418.

Long and faithful services of many officers in the H. I. K. Retired List of captains, their retirement allowance being very inadequate; expediency of a remedy being applied, *Sir T. Ross* 4371–4396. 4409–4419——General feeling of those on the H. I. K. List as to their bad treatment; expression given to this feeling before the Order in Council of 1860 was promulgated, *ib.* 4415–4419.

The captains on the Retired List H. I. K. have not any claim to come under the Order in Council of 1860, *Moore* 5394, 5395.

Captains—continued.

II. *Reserved and Retired Lists*—continued.

3. Complaint on the part of Officers on the Retired Lists—*continued.*

Absence of ground for complaint, as regards the Order in Council of August 1860, on the part of officers previously retired, and benefited upon their retirement, *Rep.* x.

See also *Active Lists. Coast Guard. Commanders. Commands of Ships. Dissatisfaction in the Service. Employment. Expense. Flag Officers. French Navy*, 2, 3. *Half-pay. Memorials. Promotion. Retirement.*

Carpenters. See *Warrant Officers.*

Carpenters' Mates. Peculiar disadvantages of the position of carpenters' mates, *Howels* 3550, 3551.

Chaplain-General (Navy). Approval of a chaplain-general for the navy, *Sir G. R. Mundy* 1504; *Elliot* 1832–1836——Witness is favourable to the appointment of a chaplain-general in the navy; the chaplains however differ upon this question, *Capt. Key* 1998–2000——Advantage if the chaplain of Greenwich Hospital were made chaplain-general of the navy, *Sulivan* 2401–2403——Great advantage if there were a chaplain-general of the navy, or some recognised head over the chaplains, *Whitmarsh* 4037–4043. 4047–4054. 4061.

Statement as to there being some advantage in a chaplain-general; the chaplains however should still report through the captains, *Duke of Somerset* 4957–4961. 4965——Approval of the appointment, under certain conditions, of a chaplain-general for the navy, the chaplains reporting through the captains as at present, *Sir G. F. Seymour* 5100, 5101. 5182.

Doubt as to any advantage from the appointment of a chaplain-general, *Paynter* 2766——Opinion unfavourable on the whole to the appointment of a chaplain-general of the navy, *Moore* 5272, 5273.

The Committee doubt as to the expediency of a chaplain-general of the navy; mischief anticipated if the chaplains were to communicate directly with him, and if there were a spiritual supervision in the navy, *Rep.* xiii.

Chaplains. Regulations in regard to chaplains; approval generally of the present system, *Earl of Lauderdale* 1224–1235——Expediency of proper care in the selection of navy chaplains; undue prejudice amongst clergymen against applying for these appointments, *Sulivan* 2400. 2403——Expediency of chaplains having better prospects of patronage in return for long services, *ib.* 2404. 2407.

There are between 150 and 200 chaplains, *Whitmarsh* 4040. 4075——Improvement if chaplains were first sent to sea on probation for twelve months, *ib.* 4062——Approval of the chaplains reporting through the captains, *ib.* 4079, 4080.

Appointment of the chaplains by witness, his private secretary first looking out for them, *Duke of Somerset* 4956——Check exercised through the senior chaplain of Greenwich Hospital in regard to the persons selected as navy chaplains, *Moore* 5270, 5271.

See also *Naval Instructors.*

Chief Engineers. Rank of chief engineer in the navy adverted to; when he enters the service he ranks with the junior officers, *Elliot* 1638.

Suggestion that the chief engineers should not serve afloat after the age of fifty, and that on retirement they should receive some additional advantages in rank, *Rumble* 3386–3394. 3450–3457——Slow flow of promotion on account of the grade of chief engineer being too limited in number, *ib.* 3405–3407——Satisfaction given by appointing naval engineers to dockyards, *ib.* 3410.

Suggested impetus to promotion by the employment of a chief engineer in every vessel of 200-horse power and upwards; there is a rule to this effect, but it is not carried out, *Rumble* 3432–3435——Very injurious effects upon the constitution of chief engineers on account of the extremes of temperature to which they are subject, and expediency on this score of their being retired at the age of fifty, *ib.* 3450–3462. 3468, 3469. 3475–3479.

Great importance of an improved class of engineers; steps recently taken in this matter, *Duke of Somerset* 4685, 4686. 4983, 4984.

Suggestion by Mr. Rumble in regard to chief engineers being eligible for honorary distinctions, *App.* 392.

Circular dated 18 June 1863, relative to the pay of engineer officers when in charge of engines, *App.* 413.

Report, 1863—*continued.*

Chief Engineers—continued.

Circumstance of increased allowances having lately been granted to the engineers, so that the Committee do not think it necessary to make any recommendations concerning them, *Rep.* xiii, xiv.

See also *Assistant Engineers.*

China and East India Station. Unwillingness of Vice-Admirals to accept the command in China on account of the inadequacy of the allowances, *Sir G. R. Mundy* 1352–1358. ——Effect of the suspension of the "batta" allowance in making flag officers unwilling to accept the China command, *Elliot* 1650——Statement showing the unhealthy character of the China station; inadequacy also of the remuneration of the flag officers in command, *ib.* 1851–1864. 1867 —— Inadequacy of the remuneration of captains on the China station, more especially since the suspension of the batta allowance, *Capt. Key* 1958–1964.

Witness was recently in command of the China station, where he held the temporary rank of vice-admiral, *Sir J. Hope* 2032–2034 —— Inadequacy of the remuneration of the officer in command in China since the suspension of the batta allowance, *ib.* 2097–2103——Witness had the batta allowance, and this, with his pay, amounted to about 5,500 *l.* year, *ib.* 2098–2100——About 3,000 *l.* a year would be sufficient to maintain the position of the naval commander in chief, *ib.* 2101–2103——Question as to the pay and allowances of the naval officers generally in China being sufficient; unhealthiness of the station adverted to hereon, *ib.* 2104–2117.

Explanation relative to the suspension of the batta allowance on the East India station; objection by the India Office to restore it, *Duke of Somerset* 5032–5038.

Circulars and Pamphlets. Witness has recently been in communication with many officers, both at home and abroad, the result of which has been that a representation of their views on the subjects now under consideration has been made to the First Lord of the Admiralty, *Harvey* 350–352——Examination as to the propriety of the course pursued by witness in regard to the issue of circulars and pamphlets among officers in the navy, in order to obtain their written opinions on the subject of retirement and promotion; defence of his conduct in the matter, notwithstanding the regulation against combinations by officers, *ib.* 705–708. 965–973. 976, 977. 1031–1037. 1039–1064——Circumstance of circulars and memorials having been set on foot in the Civil Service and the army as well as in the navy, *ib.* 705–708. 717, 718——In some few instances witness received no answers to his communications, *ib.* 974. 1037.

With regard to the course pursued by Mr. Harvey and others by means of circulars and pamphlets, witness considers it to have been a most objectionable proceeding; examination hereon, *Duke of Somerset* 4819. 4994–5008——Reference to the agitation consequent upon the Order in Council of August 1860, as having been stimulated by the circulars and pamphlets distributed through the fleet, *ib.* 4821–4829.

Copies of circulars, seven in number, issued between August 1860 and August 1862, in which the grievances of different branches of the naval profession are set forth, whilst officers are invited to communicate with the Rev. Mr. Harvey, with a view to concerted action in order to obtain a satisfactory remedy, *App.* 371–378——Issue of 22,350 circulars and pamplets from August 1860 to August 1861, *ib.* 376——Circular in September 1861, with reference to the representations to be made on the subject of promotion and compulsory retirement, to the Select Committee appointed by the House, *ib.* 394, 395.

Civil Service. Reference to the check upon voluntary retirement from the Civil Service under a certain age, *Duke of Somerset* 4814, 4815.

Coast Guard:

1. *Complaints in regard to Coast Guard Service counting only as one-third of Sea Time.*
2. *Objection to Full Time being allowed for Coast Guard Service.*
3. *Suggestion by the Committee that Two Years' Sea Service be allowed for Three Years in the Coast Guard.*
4. *Question as to the Formation of a Reserved List for Employment in the Coast Guard.*

1. *Complaints in regard to Coast Guard Service counting only as one-third of Sea Time:*

Harsh operation of the regulation in regard to coast guard service counting only as one-third; partial alteration of this regulation by an Order in Council in 1861, *Harvey* 430–434 —— Instances of great hardship upon officers compulsorily retired from the coast guard under the Order in Council of 1860, *ib.* 430. 433–443——Hardship in lieutenants' time in the coast guard counting only as one-third of sea time, *Sir G. R. Mundy* 1373–1377——Service in coast guard ships should not count as sea service for flag rank, *Moorman* 2957.

Report, 1863—*continued.*

Coast Guard—continued.

1. *Complaints in regard to Coast Guard Service, &c.*—continued.

Witness, who was retired under the Order in Council of August 1860, complains that he has been very harshly dealt with by this retirement, and that twenty-four years' service in the coast guard was not allowed to count at all, although exceptions as regards promotion were made in the case of two officers with similar claims to his own, *Symons* 3372-3379.

Witness complains strongly of only one year in every three served in the coast guard being allowed to count in the scale of retirement, *Elliott* 3866 *et seq.*——Very laborious and arduous character of the coast guard service, so that the whole time should be allowed to count, *ib.* 3870-3881. 3899-3902. 3925——Practice previously to 1831 of allowing full time for coast guard service, *ib.* 3882-3886——Respects in which the coast guard officers were under both the Admiralty and the Commissioners of Customs; their position as compared with the civilian officers, *ib.* 3913-3921. 3926, 3927.

Witness complains as to the undue curtailment of his time in respect of service in the coast guard, and strongly urges that such service should count one-half or two-thirds of full time, *Sir J. Ross* 4401-4403. 4412. 4419——It was stated that the service was essentially a naval one, otherwise witness would have declined it, *ib.* 4402. 4412. 4419.

Statement in memorial from the lieutenants, in December 1859, of the grievances requiring remedy in regard to service in the coast guard, *App.* 362.

Statement of the grievances of the fifty-one lieutenants, who being sixty years of age, were, under the Order in Council of 1 August 1860, retired from the coast guard service, with the rank of commander, and placed upon the list of retired commanders, *App.* 389, 390.

2. *Objection to Full Time being allowed for Coast Guard Service:*

Expediency of active sea service being allowed to count more than coast guard service, *Duke of Somerset* 4738-4748. 5015-5017——Statement in approval of lieutenants' time in the coast guard not being allowed to count as full time for promotion, *Moore* 5302-5304. 5403, 5404.

3. *Suggestion by the Committee that Two Years' Sea Service be allowed for Three Years in the Coast Guard:*

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II. *As to an Abolition of the Distinctive Ranks of Flag Officers.*
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Grounds for preferring a compulsory Retired List for flag officers at the age of seventy, as compared with the proposition of Sir John Pakington for placing officers above that age on a separate list, where they should, at the discretion of the Crown, be still open to employment, but should not impede promotion in the service, *Elliot* 1798–1801——Expediency of consulting as much as possible the feelings of the senior officers, that is, with due regard to the efficiency of the service, *ib.* 1801–1803——Probability of the majority of the old flag officers being opposed to the scheme of compulsory retirement by age, *ib.* 1844–1846.

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FRENCH NAVY:

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2. *System of Promotion*—continued.

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1. *Considerations as to the Numerical Strength of the Active List:*

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2. *Advantage, if practicable, of more Lieutenants on board Ships*—continued.

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2. *Recommended Retention of this Class.*
3. *Pay, Rank, &c., of the Masters.*

1. *Their Abolition Recommended:*

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3. *Pay, Rank, &c., of the Masters:*

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1. *As to the Age of Entry, and of joining Sea-going Ships:*
2. *As to the Number of Annual Entries.*
3. *As to the Rate of Promotion.*

1. *As to the Age of Entry, and of joining Sea-going Ships:*

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1. *As to the Age of Entry, and of joining Sea-going Ships*—continued.

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Promotion:

1. *Combined System of Seniority and Selection.*
2. *Promotions by the First Lord and by the Board respectively.*
3. *Requirements in regard to Sea Service; Amendments suggested.*
4. *Question as to the adoption, or partial adoption, of Seniority in the Junior Ranks, and of Selection in the Higher Ranks.*
5. *Question as to the effect of Compulsory Retirement on the Higher Ranks, in conjunction with a Limitation of the Active Lists.*
6. *Rate of Promotion under the existing Regulations; Block anticipated.*
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1. *Combined*

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PROMOTION—continued.

1. *Combined System of Seniority and Selection:*

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2. *Promotions by the First Lord and by the Board respectively:*

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3. *Requirements in regard to Sea Service; Amendments suggested:*

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Approval of the present requirements as to the period of service necessary before promotion in the ranks of lieutenant, commander, and captain, *Sir G. R. Mundy*, 1262–1270——It can hardly be said that the 1,200 officers consulted by Mr. Harvey have approved of the proposition for lengthening the minimum period of sea service, *Elliot* 1590, 1591——Consideration to be given to the case of commanders and lieutenants in deciding the question of sea-time, *ib.* 1668——Examination as to the period of service in the ranks of captain and lieutenant, which should be considered reasonable before promotion to the higher ranks; flow of promotion in the Army adverted to hereon, *Captain Key* 1907–1917. 1965–1970. 2010, 2011.

Disapproval of increasing the minimum period of service required in the ranks of captain and lieutenant, *Sir J. Hope* 2043–2045——Importance of a minimum period of actual sea service in all ranks as a check upon the practice of promotion through political or family influence, *Sulivan* 2207–2210. 2230–2233. 2316, 2317. 2377–2380; *Moorman* 3011–3015. 3058——Instance of an officer, placed on the Retired List, as a case of much hardship arising out of the system of sea-time, *Sulivan* 2370.

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3. *Requirements in regard to Sea Service, &c.*—continued.

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Great confusion about the term of "sea-time;" suggestion on the subject; *Lieutenant Key* 2867–2878——Objection to officers not counting time for promotion, except in sea-going ships, *ib.* 2872–2876——Suggested establishment of a minimum period of service for all ranks, from that of sub-lieutenant up to that of captain, *Moorman* 2947–2961——Suggestion also that one-third of the annual promotions should be given to those officers who have served fifty per-cent. above the minimum period of sea service proposed to be required, *ib.* 2947——Absence of any definition of the term "sea service"; how it should be defined, *ib.* 2951–2954——Service in a foreign port should count for sea-time, but not in a home port, *ib.* 2958–2961——Illustration of the injurious operation of the present system as to sea-time, *Fishbourne* 4133–4136.

Clear definition in the regulations of the term "sea service," *Duke of Somerset*, 4557, 4558——Great obstacle to carrying out a system of promotion by strict seniority of sea service; the principle, however, is a good one, *Moore* 5430, 5431. 5435.

Order in Council of 30 June 1827, and regulations therein on the subject of sea time in the several ranks before promotion, *App.* 333–335.

Objections by Mr. Corry to the proposal, that a longer minimum period of sea service be required in the ranks below that of captain, to qualify an officer for promotion to a higher Active List, *App.* 406, 407.

4. *Question as to the Adoption, or partial Adoption, of Seniority in the Junior Ranks, and of Selection in the Higher Ranks:*

Feeling in the service that seniority should to a certain extent be introduced into the junior ranks, *Harvey* 709, 710——Approval of the present system of selection in the junior ranks of the service, *Sir G. R. Mundy* 1298. 1312. 1437–1448. 1541, 1542; *Paynter* 2608, 2609. 2613–2615; *Moorman* 2943, 2944——Feeling of the junior officers opposed to a system of strict seniority, *Sir G. R. Mundy* 1441–1448.

Witness is at present rather in favour of extending the power of selection by the Admiralty from the rank of Captain to that of flag officer, *Elliot* 1592–1594——Statement in favour of a certain number of junior officers being promoted for sea-time, and a certain number for seniority, leaving the rest for selection, *ib.* 1668. 1670. 1673, 1674. 1684–1690——Opinion that no branch of the service would complain if only a portion of the promotions was left to selection, *ib.* 1686——Better prospect of attaining flag rank under the proposed system of partial seniority in the junior ranks, than under the present uncertain system, *ib.* 1740.

Approval of promotion by seniority to the Flag List; that is, except for distinguished services, *Captain Key* 1886. 1892. 1896; *Parkin* 2548, 2549; *Moorman* 3063–3069; *Fishbourne* 4164, 4165——In the abstract promotion by seniority must be the worst of all systems, *Captain Key* 1886——Lieutenants and commanders should be promoted by selection, *ib.* 1891——Disapproval of any large and sudden promotion of captains to the Flag List, *ib.* 1927.

Decided objection to the proposition that one-third of the promotions in the ranks of commander, lieutenant and sub-lieutenant be given to officers having the greatest amount of active service at sea, *Sir J. Hope* 2147, 2418.

From his first entry into the service in 1824 witness has been constantly struck with the evils of the system of promotion up to the rank of captain, as involving great favouritism and partiality; sundry instances of this, *Sulivan* 2189–2200——Prepared a scheme for an amended system which he submitted to Sir John Pakington before the latter brought out his own scheme, *ib.* 2189——Witness does not wish to do away with the rule of selection, but only to prevent its abuse, *ib.* 2196. 2206——Proposition that concurrently with a large reduction of the Active Lists of lieutenants and commanders the principle of selection be still applied, but be limited to one-third of the senior officers in each rank, *ib.* 2207–2210. 2230–2233.

Attempt by witness, but without success, to devise a system whereby strict seniority might advantageously be applied to the junior ranks, *Sulivan* 2207——Commanders as well as lieutenants should be selected for promotion, but the selection should be limited to one-third of the list in respect of seniority, *ib.* 2207–2210. 2232, 2233——If the junior ranks are to be maintained at their present numbers, selection should be confined to officers of a certain standing in each list, *ib.* 2207, 2208——Suggestion that in the junior ranks the sub-lieutenant should alone be promoted by seniority; reasons for this distinction, *ib.* 2230, 2231. 2264–2266——If there be selection from the Captains' List to the Flag List it should be exclusively for service in action, *ib.* 2234——In the event of there being no war service over a lengthened period, the promotion to the Flag List should still be by seniority rather than by selection, *ib.* 2234, 2235.

The main object of witness is to hedge round the system of selection with certain provisions,

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4. *Question as to the Adoption, &c.*—continued.

visions, which shall prevent the exercise of undue influence, *Sulivan* 2316, 2317——Proposed limitation of the minimum period of service in the junior ranks in the event of its being service in action, *ib.* 2377——Witness delivers in a paper containing an outline of his general scheme, *ib.* 2380. 2407.

Witness, since assenting to the scheme of Sir John Hay, has so far modified his views as to recommend that promotion by seniority be applied to the Commanders' List, as well as to the Captains' List, except that selection should be resorted to in case of distinguished service, *Horton* 2413–2422. 2480——Promotion by selection from the Captains' List for special service should be regulated by the requirements of the Flag List at the time, *ib.* 2423——Approval of promotion by seniority being applied in part to the junior ranks, *ib.* 2467–2469.

Disapproval of a suggestion that commanders should, as a rule, be promoted by seniority, *Parkin* 2536–2540——Promotion by seniority should stop at the rank of vice-admiral, *Paynter* 2615, 2616——Reasons for disapproving of selection being applied, as a rule, to the list of captains, *ib.* 2723–2725——Way in which merit may best be secured in conjunction with a system of selection for appointments, *ib.* 2740–2743.

Inexpediency of any regulation that there shall be only a fixed number of promotions yearly, *Duke of Somerset* 4583. 4634——Grounds for objecting to captains being promoted by selection instead of by seniority, *ib.* 4870–4874.

Disapproval of any greater check than at present upon the advancement up to the Captains' List, it being very desirable to have some young and efficient officers on that list, *Moore* 5320, 5321. 5330–5332——Opinion that if captains were selected for promotion to flag rank, officers on the Flag List should be retired by age, as in the French service, *ib.* 5353, 5354. 5357. 5422——Conclusion that it would be a great advantage if promotion could be made, under certain restrictions, by selection to the Flag List, *ib.* 5355. 5367, 5368.

Great dissatisfaction caused during the last century by the system of selection for flag rank, so that it was eventually abandoned in 1788, *Right Hon. T. L. Corry*, 5564, 5565——Evil in the Admiralty not being able to select the best officers for flag rank; evil, on the other hand, on account of the dissatisfaction to be caused, *ib.* 5575, 5576——Guarantee against abuse of selection for the flag, if the First Lord had the power of selecting captains for actual and immediate appointments, and of making them rear-admirals only when their services were required, *ib.* 5575, 5576. 5578——Witness cites the views of the late Lord Herbert, of Lord Ellenborough, Sir Byam Martin, and other distinguished authorities, as favourable to a partial application of the principle of selection in promoting to the Flag List, *ib.* 5576.

5. *Question as to the effect of Compulsory Retirement in the Higher Ranks, in conjunction with a limitation of the Active Lists:*

More even promotion rather than more rapid promotion is what is desired by the service, *Harvey* 668–672——Reference to a calculation that in 1870 Captain Key will, under the present system, be the youngest captain promoted, *ib.* 928–933——Probability of Captain Key's promotion not being advanced by the proposed scheme; if, however, the Active Flag List were reduced to seventy-five, instead of sixty, his promotion would be much accelerated, *ib.* 934–939.

More steady flow of promotion if compulsory retirement by age were applicable to all ranks, *Sir G. R. Mundy* 1293. 1434——Doubt as to the reduction of the Active Flag List to seventy-five or sixty having any effect in accelerating the promotion of captains, *ib.* 1425, 1426.

Good ground for the feeling of grievance among commanders and lieutenants on account of promotion being checked through the non-extension of compulsory retirement to the upper ranks; calculations by Mr. Finlaison adverted to hereon, *Elliot* 1804–1809. 1847–1850——Doubt as to the schemes of Sir John Hay or Sir John Pakington having any injurious effect upon the position of the junior officers, *Captain Key* 1925–1927.

Omission in the plan of Sir John Hay of any calculation as to the actual number of officers to be promoted annually under such plan, *Sir J. Hope* 2178.

Impossibility of a steady flow of promotion without applying to all ranks the principle of retirement by age, *Sulivan* 2273–2275——Steadier flow of promotion by extending compulsory retirement to captains and flag officers, *Paynter* 2621, 2622——Evil of the system of periodical "charity" promotions, as compared with a continuous stream of employment and promotion, to be secured by a reduction of the list, and by compulsory retirement by age, *ib.* 2784–2788.

Calculation showing that if compulsory retirement by age be applied, as under the scheme of Sir John Hay, the promotion of captains to the Flag List would be slower than the present rate of promotion, that is, if the lists be reduced as contemplated by

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5. *Question as to the effect of Compulsory Retirement, &c.*—continued.

the scheme, *Moorman* 2899-2942——Including death vacancies and compulsory age retirements the annual promotions to the Active List, under Sir J. Hay's scheme, would be about five during the next ten years, *ib.* 2900-2938——Slower rate of promotion than at present even if the death vacancies are included in the foregoing calculation; consideration as to the probable number of vacancies on this score, *ib.* 2905-2938——Under the present system there is an average of about seven promotions annually to the Active Flag List, *ib.* 2908. 2913.

Belief as to there being a steady and satisfactory flow of promotion if the lists were regulated as proposed by witness, in conjunction with compulsory age-retirement, *Moorman* 2984-2993. 3032-3036——Effect of reduced lists and of compulsory retirement to check abuses of promotion, *ib.* 3094——Examination to the effect that in estimating the death vacancies in the Flag List, if reduced to sixty, at one per annum, witness is probably below the mark, *ib.* 3100-3116.

Grounds for concluding that by the plan of Sir John Hay there would be a more satisfactory and regular flow of promotion than at present to flag rank, *Fishbourne* 4130-4132. 4139-4159.

Inexpediency of reducing the Active List by allowing only one promotion to three vacancies, or by limiting the promotions yearly to a certain number, *Duke of Somerset* 4583. 4634——Reference to certain calculations that if the list of admirals be reduced to seventy and compulsory retirement be applied to the list, the promotion will be slower and the list less effective than under the present system, *ib.* 4610-4614. 4632. 4649. 4650——It would doubtless be an element in favour of the scheme for a compulsory age retirement of admirals if it could be proved that, with the list at seventy-five in number, promotion would be accelerated, *ib.* 4777.

The Admiralty would be glad enough to have more promotions to distribute, but a certain number of promotions yearly in each rank would not be so desirable as the present system, *Duke of Somerset* 4912-4915——Conclusion as to the promotion being slower under the schemes submitted to the Committee than under the present system, *ib.* 4918-4932——Reference to a certain calculation, based on the supposition of thirty-nine rear-admirals retiring at the age of sixty-five, as not allowing for promotions before that age, *ib.* 5039-5042.

Effect of Sir John Hay's plan for a reduction of the Flag List, to retard promotion, *Sir G. F. Seymour* 5060-5063—— Calculations to the effect that the scheme of Sir John Pakington would retard promotion to the higher ranks, *Moore* 5223-5235. 5244. 5245. 5375-5381. 5385-5387——Effect of any increase in the lists of retired and reserved flag officers to increase the promotions; explanation hereon, *ib.* 5382-5384. 5424-5429——Belief that if Sir John Hay's scheme were carried out it would limit the promotion very much, and would cause dissatisfaction, especially in the case of commanders, *ib.* 5385-5391. 5450-5455——Probability of the officers who have approved of Sir John Hay's scheme in its entirety, not thoroughly understanding its effects as regards promotion, *ib.* 5390, 5391. 5450-5455.

With regard to the scheme of retiring flag officers by age in conjunction with a large reduction in the Active Flag List, witness believes that on account of such reduction promotion would, on the whole, be retarded rather than accelerated, *Right Hon. T. L. Corry* 5491-5502.

Paper submitted by Captain Moore, and calculations therein as to the more satisfactory promotion under the Admiralty scheme of retirement in 1860, than under Sir J. Pakington's scheme, *App.* 380-382.

Memorandum upon the comparative efficiency of the present plan of promotion to the Active Flag List, and of the plan of a compulsory age-retirement; conclusion as to the advantages of the latter, *App.* 390.

Memorandum by Mr. Berkeley in favour of the present system, as compared with the system of a compulsory age-retirement, in regard to the effect upon promotion, *App.* 391.

Detailed explanation by Mr. Corry of his reasons for preferring the present system, as compared with the schemes of Sir John Pakington or Sir John Hay, in regard to the effect upon promotion, *App.* 397-407.

6. *Rate of Promotion under the existing Regulations; Block anticipated:*

Apprehended dead block in the way of promotion from the Captains' List, unless there be a compulsory retirement of flag officers, *Harvey* 491. 502-514. 518. 551. 561-568——Calculations in support of the conclusion that the unusual flow of promotions which has continued for the last three years in the Captains' List will soon be checked, *ib.* 506-513. 529-536. 559-568. 641. 643, 644——Very exceptional state of things under which recently one single vacancy on the Flag List led to the promotion of fifteen or sixteen officers, *ib.* 508. 555, 556——Prospect of the three junior captains being thirty years on the list before promotion, unless some impetus be given, *ib.* 562, 563.

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6. *Rate of Promotion under the existing Regulations, &c.*—continued.

Witness repeats that the rapid promotion, as during the last two or three years, will not continue, and that a further impetus to retirement will be required ere long, *Harvey* 774, 775. 783-800——The large promotions from the Lieutenants' List to the Commanders' List have been owing to the unusual number of commanders retired under the Order in Council of 1860, *ib.* 775——The Order in Council of 1860 by retiring captains at the age of sixty, who have not served in that rank, will not in any way facilitate promotion to the Flag List, *ib.* 776-782——Very few vacancies likely to arise in the Flag List during the next three or four years, *ib.* 783-788.

Several starts given to promotion since 1847 by facilitating retirement; approval of the change in that year from the system of brevet promotions, *Harvey* 789-808——The average age on promotion to the rank of captain since 1860 has been less than forty; but in connexion with this fact arises the question as to the probable age of these officers on attaining flag rank, *ib.* 880-886. 892-894——Probability of lieutenants having also attained their rank within the last few years at a comparatively early age, *ib.* 895-898.

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With regard to the number of entries and the effect thereof upon subsequent promotion, witness considers that promotion in the junior ranks is more rapid than it used to be, *Sir J. Hope* 2074-2078——The improved promotions have been owing partly to the force of public opinion, and partly to the disinclination evinced by the first lieutenant class to continue in the service under the former partial system, *Sulivan* 2388-2390——Unduly long period for which witness served before promotion to captain's rank, *Horton* 2470-2474.

The system of promotion is now giving much greater satisfaction than it did formerly, *Parkin* 2581——Witness explains his former service in the several ranks, and refers more especially to the fact of his having left the Navy for a time because he could not obtain promotion after he had been about six years a mate, *Paynter* 2591-2595. 2714. 2734. 2744-2747——Statement as to promotion having been more fair in recent years, *ib.* 2714, 2715——Slowness at present in the promotion of captains, because of the overcrowded state of the Captains' List, *ib.* 2716, 2717.

More rapid and regular promotion than in former years, *Duke of Somerset* 4550, 4551. 4608——Great clog produced by the promotion of 1,000 mates as lieutenants in 1816, so that different inducements to retire have since been found necessary, *ib.* 4589-4594. 4889-4891——Combined causes from which the promotions to the Captains' List have been much accelerated since the Order in Council of 1860, *ib.* 4619-4627——Probability that in the course of years the Order in Council of August 1860 must be followed up by other retirement schemes, in order to prevent the clogging of the lists, *ib.* 4628-4633——Obstacle to a steady flow of promotion under any system of seniority, *ib.* 4633.

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Satisfactory state of the upper lists at present, promotion having been very good in the last few years, *Sir G. F. Seymour* 5137, 5138——Probability in the course of some years of promotion from the Captains' List being slower than at present; it does not necessarily follow that the Junior Lists will become clogged, *Moore* 5257-5262——Statement as to officers not having a claim to be promoted; concurrence in the views of Sir John Pakington on this point, *ib.* 5261. 5432——Reasons for concluding that the promotions hereafter will be slower than of late from the Captains' List, *ib.* 5371.

Reference to the Order in Council in 1851, which, as well as the Order of 1847, had a most material effect upon promotion, by the limitations placed upon the numbers on the Active Lists, *Right Hon. T. L. Corry* 5479-5490——Belief as to there not being any great necessity for a large retirement at the present time, *ib.* 5549.

Return of the number of captains, commanders, and lieutenants on the Active Lists in each

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6. *Rate of Promotion under the existing Regulations, &c.*—continued.

each of the years 1853–62; also of the number of officers removed from those lists by promotion, death, &c.; and of the numbers promoted to the Active Lists of their several ranks in each of those years, *App.* 359.

7. *Copies of Orders in Council facilitating Promotion:*

Orders in Council from 1816 to the present time relative to promotions and retirements, *App.* 333-342——Summary of the preambles to the different Orders in Council, showing the reasons for which they were severally obtained, *ib.* 342, 343.

8. *Conclusions and Recommendations of the Committee:*

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Feeling of officers in favour of the system of selection in the lower ranks, as compared with the French system of seniority, *Rep.* viii——Concurrence of the Committee in the view that the system of selection up to the rank of captain is the best system, that is, if fairly worked; conclusion that this system is at present fairly carried out, *ib.*——Difficulty of the question as to an extension of the principle of selection to the promotion of captains to the Flag List; grounds for the conclusion that any rule for such extension is not expedient, *ib.* ix.

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Reference by the Committee to the practice in regard to Board promotions; approval of these promotions being retained, *Rep.* x——Recommended re-consideration by the Board of Admiralty of the rules which define sea service, *ib.*

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Public Opinion. Public opinion is now brought largely to bear upon the subject of promotion by selection, much to the advantage of the service, *Sulivan* 2388-2390——Value of the check of public opinion if the First Lord were directly responsible for the promotions, *Moorman* 3025, 3026.

Way in which public opinion is brought to bear upon the individual promotions by the Board, *Duke of Somerset* 4869——Anxiety evinced by naval officers and country gentlemen to get their sons into the service, so that they cannot think badly of it, *ib.* 4934. 5010–5014.

Purchase. It may be said that the expenses necessarily incurred by naval officers before obtaining promotion are equivalent to purchase, *Elliot* 1653.

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Rank or Title (Naval Officers). Dissatisfaction in the service in regard to the confusion of rank arising from the dissimilarity of title of naval and military officers; reference hereon to an unfair comparison by the present Secretary to the Navy between the pay of officers in each service, *Harvey* 650–655——Improvement if the confusion of rank between officers

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Disapproval of any alteration in the present names or titles of naval officers, *Elliot* 1724; *Duke of Somerset* 4778; *Moore* 5363, 5364——Witness quite disapproves of any change in the titles of naval officers, and is not aware that any confusion arises on account of their relative rank with officers in the Army, *Sir J. Hope* 2143, 2144.

Witness proposes that all captains should be called commodores, *Sulivan* 2302, 2308, 2309——Instances of the great inconvenience experienced by naval officers from their rank, as compared with army officers, not being properly understood, *ib.* 2305, 2306——The title of admiral should be retained, *ib.* 2307——The title of commander should also be retained, *ib.* 2309——The lieutenants should be called captains, *ib.* 2310——Sub-lieutenants should be entitled lieutenants, *ib.* 2311——Midshipmen might be called second lieutenants, and on attaining a certain age should receive increased remuneration, *ib.* 2312, 2313——In raising the titles of midshipmen and sub-lieutenants, no difficulty need arise in regard to their accommodation on board ship, *ib.* 2375, 2376——Belief that no inconvenience or difficulty would arise in carrying out a change in the titles of captains to that of commanders, *ib.* 2397.

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Record of Services. Importance of a proper record at the Admiralty of the services of junior officers, and of such officers knowing that their services are recorded and appreciated, *Elliot* 1687——Further statement as to the expediency of an improved record at the Admiralty of the services of officers; doubt as to the present record being at all of the complete character required, *ib.* 1750–1763.

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Improvements if admirals on foreign stations were to report upon the officers under their command, and to name those whom they considered most deserving of promotion, *Sir G. F. Seymour* 5086.

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Retirement (*Reserved and Retired Lists, &c.*):

I. *Schemes of Retirement previously to 1860:*

1. Copies of the various Orders in Council since 1816.
2. Instances of Compulsory Retirement.
3. Failure of the Retirement Scheme of 1845.
4. Schemes of Retirement in 1847 and 1851.
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6. Dissatisfaction with the Constitution of these Lists.
7. Question of an Amalgamation of the various Lists.
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1. Outline of the Regulations now in force.
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III. *Schemes for the Compulsory Retirement, by Age, of Flag Officers and Captains:*

1. Evidence in support of the Schemes of Sir John Pakington and Sir John Hay, for an extension of the principle of Age Retirement.
2. Contemplated formation of a Reserved List and Retired List on an improved principle.
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I. *Schemes of Retirement previously to 1860:*

1. Copies of the various Orders in Council since 1816:

Orders in Council and Regulations from 1816 to the present time relative to retirements and promotions, *App.* 333-343——Summary of the preambles to the different Orders in Council showing the reasons for which they were severally obtained, *ib.* 342, 343.

2. Instances of Compulsory Retirement:

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3. Failure of the Retirement Scheme of 1845:

Witness, as Secretary of the Admiralty in 1845, brought forward in that year a scheme for the retirement of 300 captains, prepared by the preceding secretary; failure of this scheme through an insufficient number of acceptances, *Right hon. T. L. Corry* 5469-5473——State of the Flag List as to age in 1845, and ages of the 300 senior captains on the Captains' List, *ib.* 5470-5472.

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Large retirement found necessary in 1847 in consequence of the over-crowded state of the Active List of Captains, *Harvey* 601. 604——Non-objection to the principle of voluntary retirement under the Order in Council of 1847, *ib.* 804-808.

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Inexpediency of the practice of placing men on the Reserved and Retired Lists merely because their retirement is required in order to make room for the advancement of others, *Harvey* 624–628——Similarity of cases with dissimilarity of treatment under the present system of so many Retired and Reserved Lists, *ib.* 658–663. 716——Hardship to which officers have been liable, when placed on the Retired or Reserved Lists in regard to their full service as mates not counting, *ib.* 1019–1028.

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2. Objections to the Operation of the Scheme of 1860:

Grievance to officers on the Active List at the time of the issue of the Order in Council of 1860, on account more especially of its retrospective operation, *Harvey* 426–443. 449–456. 473–486; *Paynter* 2730–2732. 2767–2776——Illustrations of the injury inflicted by the Order in Council of 1860, upon captains, commanders and lieutenants on the Active List, *Harvey* 426–443. 479–485——Irregularity of the regulations as to commanders being retired at the age of sixty, whilst masters are retained in active service for a longer period, *ib.* 434–443.

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Retirement (*Reserved and Retired Lists, &c.*)—continued.

II. *System of Retirement since the Order in Council of August 1860*—continued.

2. Objections to the Operation of the Scheme of 1860—*continued.*

Dissatisfaction in the service in consequence of the compulsory retirement under the Order in Council of 1860, which injuriously affects not only officers on the Active List, but on the Retired and Reserved Lists, *Harvey* 449 *et seq.*——Instances of officers placed on the Reserved List under Orders in Council in previous years, in whose case the compulsory retirement in 1860 operated very harshly, *ib.* 449–456.

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Prospects of witness in regard to rising to the rank and pay of captain, and subsequently attaining other advantages, if the Order in Council of 1860 had not been applied to him, *Woodgate* 3939–3964——Complaint that in arranging the scheme of 1860 there was a great want of consideration for the feelings of officers; instances of this; *ib.* 3964–3991——Case of an officer offered retirement in March 1860, at 10 *s.* 6 *d.* a-day, whilst under the Order in Council of 1 August he was entitled to 11 *s.* 9 *d.*, *ib.* 3964–3975. 3991——Case of an officer offered retirement, with captain's rank, at 10 *s.* 6 *d.* a day, who has since been compulsorily retired on the same pay with commander's rank, *ib.* 3975–3991.

3. Defence of the Operation of the present System:

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Advantages obtained by placing officers in the Reserved and Retired Lists, although individuals may consider themselves aggrieved, *Sir G. F. Seymour* 5139–5143——Witness approves of the present system of retirements, as far preferable to any large multiplication of retirements, *ib.* 5191, 5192.

Conclusion that the Order in Council of 1860 has on the whole greatly benefited the officers of the Navy, the retirements under it costing upwards of 20,000 *l.* a year, *Moore* 5206. 5214——Additional 2 *s.* a day in the case of some officers retired under the Order in Council of 1860, who had refused the previous retirement of 18 *s.* a day, *ib.* 5206–5209——Complaints on the part of lieutenants and others on previous Retired and Reserved Lists, that the Order in Council of 1860 was not extended to them; opinion that there is no just complaint on this score, *ib.* 5215–5218.

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III. *Schemes for the Compulsory Retirement, by Age, of Flag Officers and Captains:*

1. Evidence in support of the Schemes of Sir John Pakington and Sir John Hay for an Extension of the Principle of Age Retirement:

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III. *Schemes for the Compulsory Retirement, by Age, &c.*—continued.

1. Evidence in support of the Schemes of Sir John Pakington, &c.—*cont*^{d}.

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Defence of the scheme which bears the name of Sir John Hay, with reference to sundry objections raised against it in the official memorandum by the First Lord, *Harvey* 666 *et seq.*——Consultation of the opinions of some 1,200 officers, in reference to the plan of promotion and retirement advocated by witness; they are not, however, all bound to the details of the plan, *ib.* 719-731——Belief that the scheme of retirement advocated by witness will answer permanently, or at all events will not require alteration for some twenty years to come, *ib.* 799-802——Expediency of the same retiring age being applied compulsorily without any distinction on the score of service, *ib.* 857-860——The existence of defects in the details of the proposed plan does not in any way go to prove that a new plan is not necessary, *ib.* 975.

Further statement as to the large body of officers consulted by witness being agreed only upon the general principles of the plan proposed, *Harvey* 986, 987——Explanation that witness does not limit the satisfactory operation of the proposed scheme to a period of twenty years, but rather anticipates that it will be permanently self-working, *ib.* 996, 997.

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Opinion strongly in favour of compulsory retirement by age being extended to all captains and to flag officers, *Sir G. R. Mundy* 1278, 1279. 1291——Expediency of a comprehensive scheme of retirement, embracing all grades, whereby all classes, from the captain downwards, may look forward to the time of getting on the Flag List, *ib.* 1434-1436. 1518, 1519. 1538——Although approving of the principles of the plan of retirement advocated by Mr. Harvey, witness is not prepared to adopt all the details of the plan, *ib.* 1474-1477.

Witness was one of the Committee of Officers engaged in the preparation of the scheme which bears the name of Sir John Hay, *Elliot* 1562——This scheme and that of Sir John Pakington, although differing in detail, have a similar groundwork, *ib.*——Evidence strongly in favour of a comprehensive scheme of compulsory retirement by age, universally applicable, in order to remove the just discontent which prevails, *ib.* 1563 *et seq.*——Hopes created in the service by the scheme of Sir John Pakington; renewed dissatisfaction upon its non-adoption, *ib.* 1573.

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Further expression of the opinion, that in carrying out the principle of compulsory retirement, the details must, in a great measure, point in the direction of the scheme of Sir John Hay, *Elliot* 1794, 1795. 1798——Further statement as to there having been twenty officers on the committee which considered the scheme, *ib.* 1796, 1797.

In order to secure an efficient Active List, compulsory retirement by age, must be applied to the higher ranks, *Captain Key* 1784. 1883. 2004——Probable discontent unless a rule as to age is strictly adhered to, *ib.* 1877. 1896. 2022, 2023——Feeling in the service favourable to compulsory retirement by age, *ib.* 1882.

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RETIREMENT (*RESERVED AND RETIRED LISTS, &c.*)—continued.

III. *Schemes for the Compulsory Retirement by Age, &c.*—continued.

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Reasons for the distinction under the Order in Council of 1860, between the system of retirement of captains, and of commanders and lieutenants; several objections to the direct application of a compulsory age of retirement to captains, *Duke of Somerset* 4477-4482——Feeling expressed in the higher ranks, against the scheme for a compulsory age retirement of captains and flag officers, *ib.* 4665-4672——Strong opposition against such scheme, whilst at the same time witness did not consider it necessary for the efficiency of the Navy, *ib.* 4666-4670——An outlet merely, at the top of the service, will never keep it efficient, *ib.* 4728——Difficulty in retaining in his command any officer reaching the limit of age whilst in such command, *ib.* 4911.

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Further statement that the undue exercise of political and personal influence in the promotion of officers has been gradually diminishing of late years, 2314, 2315——The main object of witness is to hedge round the system of selection with certain provisoes which shall prevent the exercise of undue influence, 2316, 2317——Divided responsibility involved in the practice of Board promotions, and instances of improper promotions by Boards, 2317–2322——Approval rather of the First Lord being directly responsible for all promotions. 2317. 2319. 2322——Important advantages to be derived as regards promotion if there were a permanent officer at the head of the department immediately responsible to a Minister of Marine, 2317, 2318.

Understanding as to the First Lord being responsible for the number of entries of cadets, 2323, 2324. 2329——Way in which the nominations are divided between the First Lord and the members of the Board, and between captains and admirals on appointment; the First Lord has probably some sixty or seventy nominations yearly, 2324–2330——Statement as to nominations being frequently obtained by political or family interest, whilst those having claims on the service are as often put aside, 2325. 2331. 2333——Approval of the Naval Lords having a share of the nominations, 2330. 2334.

Obstacles encountered by witness in obtaining a nomination for one of his sons, notwithstanding the existence of very strong claims, 2331——Advantage of the longer training now required on a ship, and of the modification of the system of examination, 2332, 2333——Disapproval of a competitive examination before first appointment, 2333——Further statement in favour of the first training being in a college on shore, and the second in a sea-going training ship, 2334. 2398.

Further evidence in support of the proposal for the abolition of masters in the navy, and in explanation and defence of the proposition that the duties of pilotage and navigation be undertaken by a class of navigating lieutenants, duly qualified for the purpose,

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Sulivan, Captain Bartholomew James. (Analysis of his Evidence)—*continued.*

2335–2361——Very objectionable system formerly in the appointment of masters, 2336——Valuable character of the present body of masters as a class; recent instances however of great incompetency, 2336–2338——Circumstance of its being required in the French service that every lieutenant must navigate the ship, 2339——Explanation as to the rank, pay, and promotion of the proposed class of lieutenants as navigating officers, 2340–2356.

Belief as to the much better qualifications of lieutenants and sub-lieutenants as navigating officers than of the present class of masters, 2352–2356——Entire absence of any complaint by French officers as to the absence of masters in the French Navy, 2357——Desire expressed by French officers for a surveying class, *ib.*——Way in which the charge and management of the ship's stores should be cared for if masters were abolished, 2358–2361——Instead of appointments as masters' assistants being given as prizes at Greenwich School, cadetships might there be given as prizes, 2362–2364——Reference to the circumstance of cadets not paying sufficiently to cover all the expenses of their education for the service, 2365–2368.

Circumstances connected with the retiring of Admiral Trotter adverted to as involving peculiar hardship on account of the regulations as to sea and war time, 2369–2374——Further instance of an officer placed on the Retired List, as a case of much hardship arising out of the system of sea-time, 2370——In raising the titles of midshipmen and sub-lieutenants no difficulty need arise in regard to their accommodation on board ship, 2375, 2376.

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The Naval Lords can hardly be called political characters, 2383–2385——If there were a responsible and permanent head under the First Lord, the patronage would be more justly administered than at present, 2386, 2387——Public opinion is now largely brought to bear upon the subject of promotions by selection, much to the advantage of the service, 2388–2390——The improved promotions have been owing not only to the force of public opinion, but the disinclination evinced by the first lieutenant class to continue in the service under the former partial system, 2390.

With regard to the Order in Council of 1860, witness has not heard any complaints about officers having been so employed as to save them from going on the Retired List, 2391–2393——Statement as to the harsh operation of the Order in Council of 1860 upon the H. I. K. List of Commanders, 2392——Better complement of officers in ships if the sub-lieutenants were increased in number, and the lieutenants reduced, as before proposed, 2394–2396——Belief that no inconvenience or difficulty would arise in carrying out a change in the title of captains to that of commodore, 2397.

Expediency of proper care in the selection of navy chaplains; undue prejudice amongst clergymen against applying for these appointments, 2400. 2403——Advantage if the chaplain of Greenwich Hospital were made Chaplain General of the Navy, 2401–2403——Expediency of chaplains having better prospects of patronage in return for long service, 2404. 2407——Objection to the chaplain being also naval instructor, except in small ships, 2405, 2406——It was specially contemplated in the scheme proposed by witness that in large ships the number of warrant officers should be increased, 2407.

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Surveying Officers. Very valuable services rendered by the surveying branch, so that it is very essential to maintain this branch in an efficient state, *Sir J. Hope* 2181–2184——Statement as to the surveying officers never having had a recognised position, *Sulivan* 2293——Great importance of an adequate staff of young officers being maintained and properly qualified for surveying duties; serious want in this direction at present, *ib.* 2293–2296. 2381, 2382——The surveying officers should have a little additional pay, and should have a fair share of promotion whenever war was going on, *ib.* 2295, 2296.

Surveying should enter into the education of every naval officer, *Horton* 2464——Importance of keeping up a proper establishment of surveying officers, with high qualifications and a certainty of promotion, *Paynter* 2754, 2755——Opinion as to the adequacy of the present number of surveying officers, *ib.* 2756——Want of an increased number of surveyors; suggestion hereon, *Fishbourne* 4097, 4098——Absence of difficulty in finding an adequate number of efficient surveying officers, *Duke of Somerset* 4603–4606.

Symons, Captain Chestney. (Analysis of his Evidence.)—Was retired under the Order in Council of 1 August 1860; 3370, 3371——Complains that he has been very harshly dealt with by this retirement, and that twenty-four years' service in the coastguard was not allowed to count at all, although exceptions as regards promotion were made in the case of two officers with similar claims to his own, 3372–3379.

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Taylor, Lieutenant Walker. Hardship of the case of Lieutenant Walker Taylor, after forty years' service, twenty years of which was in the Coast-guard, *Elliott* 3907. 3928, 3929.

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Transport Service. Advantage if the Transport Service could all be carried on under the charge of naval officers, *Sir J. Hope* 2150–2152.

Trotter, Rear Admiral. Reference to the circumstances connected with the superseding and retirement of Admiral Trotter, *Sir G. R. Mundy* 1543–1548——Circumstances connected with the retiring of Admiral Trotter adverted to as involving peculiar hardship on account of the regulations as to sea and war time, *Sulivan* 2369–2374.

Admiral Trotter's case was doubtless a very hard one, but under any system such cases will sometimes arise, *Duke of Somerset* 5018.

Correspondence in 1857 and 1858, between Rear Admiral Trotter and the Admiralty, with reference to his having been placed against his will on the Reserved List of Admirals, *App.* 352–356.

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Vacancies. Circumstances of vacancies not being filled up as soon as they occur, except in the case of flag officers, *Harvey* 642——Expediency of Vacancies being filled up at once, *Lieut. Key* 2840——*See* also *Promotion.*

Vice Admirals. See *Flag Officers.*

Victoria Cross. Benefit of the occasional promotion of young officers, and advantages in this respect of the Victoria Cross, as facilitating selection, *Duke of Somerset* 4916, 4917.

Voluntary Retirement. Approval of inducements being offered to retire, rather than of restricting the promotions as compared with the vacancies, *Right Hon. T. L. Corry,* 5543, 5544.

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Walpole, Right Hon. Mr. Draft Report proposed by Mr. Walpole, as Chairman of the Committee; adoption thereof, with some amendments, *Rep.* xxii *et seq.*

War. Slight disturbing effect to be produced by a war in regard to witness's calculations as to the long periods for which captains will remain on the Active List without promotion, *Harvey* 564–566. 1012–1017——Large increase of expense necessary in case of war, under the present system of inefficient Active Lists, as well as under witness's system, *ib.* 914.

Expediency, with a view to war, of a medium between a large body of unemployed officers, and a small body of officers constantly afloat, *Earl of Lauderdale* 1185–1187. 1192–1194. 1201——Important services to be rendered by the officers of the naval mercantile reserve in the event of war; expediency of relying on this source rather than on an enlarged and inefficient list of lieutenants, *Elliot* 1718–1723——In the event of war, the merchant service should not be resorted to, save for lieutenants and junior officers. *Captain Key* 1970.

Advantage of a limited list of superior officers in the event of war, and of promoting in such cases from the lower lists, *Sir J. Hope* 2094–2096. 2118–2127——Doubt as to the efficiency of the Lieutenant's List in the Mercantile Naval Reserve, as a source of supply in the event of war, *ib.* 2130. 2132——Approval of supernumerary lieutenants and sub-lieutenants on board ships, with a view to the contingency of war, *ib.* 2158.

Conclusion as to the adequacy in war as well as in peace, of the reduced lists contemplated by witness, *Sulivan* 2223–2229——Compulsory age retirement would work equally well in war as in peace, *Moorman* 3074–3076.

Large number of vessels required in commission, in the event of war, in order to protect our commerce all over the globe, *Duke of Somerset* 4761–4764——Usefulness, in the event of war, of the officers in the Naval Reserve and Mercantile Marine, *ib.* 4675, 4676——Frequent instances of application for employment on the part of captains who have served their time, that is, when there is any prospect of war, *ib.* 4765–4767——Objection to the scheme of retirement proposed by the plan of Sir John Hay, not only on account of the expense, but with a view to the contingency of war, *ib.* 4804–4807——Necessity of modifying, in the event of war, any plan that may be in force in time of peace, *ib.* 4888——Necessity of reducing after a war the establishment then deemed necessary, *ib.* 4889——Limited number of flag officers actually required for commands, even in time of war, as compared with the number on the list, *ib.* 4966–4970.

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In the event of war, some efficient officers might be obtained from the Naval Reserve, for the command of steam-vessels especially commissioned, *Moore* 5337——Expediency of looking upon the Navy as a war service rather than a peace service, and of regulating the lists accordingly, *Right Hon. T. L. Corry* 5539, 4540.

Difficulty, on account of the contingency of war, of regulating the numbers on the different lists in time of peace, *Rep.* vi.

See also *Active Lists.* *Coast Guard, 4.* *Commodores.* *Efficiency of the Service.*

WARRANT OFFICERS:

1. *Present Position and Prospects of Warrant Officers; numerous Disadvantages and Grievances complained of.*
2. *Suggestions in Detail for Improving the Position, and Promotion and Retirement of this Class.*
3. *Improvements recently effected.*
4. *Question as to an Increase in the Number of Warrant Officers and a Transfer of Duties from the Junior Officers.*

1. *Present Position and Prospects of Warrant Officers; numerous Disadvantages and Grievances complained of:*

Anomalous and unsatisfactory position of the gunners, boatswains, and carpenters, *Howels* 3481–3383—— Although the position of a warrant officer is senior to that of a midshipman, the rank is so inferior that it does not carry with it sufficient respect or sufficient force to compel obedience to orders, *ib.* 3482. 3483. 3537——Great want of inducement to petty officers to accept a warrant, the remuneration and position of warrant officers not being satisfactory, *ib.* 3483, 3484. 3492-3494. 3498 *et seq.*

Grievance under which warrant officers labour in regard to pensions for their widows, *Howels* 3502, 3503. 3519——Great want of consideration for warrant officers who have received hurts or wounds in the service, *ib.* 3504-3507——Undue obstacle as regards service in the Coast-guard, *ib.* 3508–3510——Grievance also in regard to the conditions under which warrant officers may derive advantange from Greenwich Hospital, *ib.* 3511–3515. 3556.

There is hardly any opening on shore for boatswains who have served faithfully, and for gunners and carpenters there is no opening at all; this is felt as a great hardship, *Howels,* 3516–3519——Less strict examination for boatswains than for gunners, *ib.* 3523. 3552——Complaint as to the warrant officers not having any relative rank with the Army, nor any proper scale of field allowance, *ib.* 3525-3530——Instruction received by cadets from gunners and boatswains, whilst the latter, though not being commissioned, are unable to enforce proper authority and discipline, *ib.* 3534–3540——Practice in regard to the selection of warrant officers for sea-service, *ib.* 3545.

Drawbacks and disadvantages in regard to the harbour service of warrant officers, *Howels* 3546–3548——Considerable responsibility of the first-class warrant officers with regard to the stores on board ship, *ib.* 3553, 3554. 3557. 3565-3567. 3576——Worse position of the warrant officers at the present time than fifty years ago, *ib.* 3577——Very insufficient outfit provided for the warrant officers, *ib.* 3578–3580——Grievance on the score of pensions, war service, &c., *ib.* 3578.

Strong feeling on the part of boatswains and boatswains' mates against their employment in inflicting corporal punishment, *Howels* 3578, 3579——Witness enumerates several other complaints of the boatswains' gunners, &c., with suggestions for their remedy, *ib.* 3580–3583.

Great grievance that the widows do not receive pensions, *Fishbourne* 4117——Injustice in the widows of warrant officers having been deprived for some years of a pension; inequality still requiring correction, *Sir G. F. Seymour* 5117-5123——Understanding as to the petty officers being sometimes unwilling to accept the position of warrant officers, *Moore* 5313.

Case of the warrant officers, as submitted by Mr. Howels; disadvantages to be remedied, *App.* 366, 367.

Return relating to the sea-pay of warrant officers, with explanations as to their pensions, &c., *App.* 396.

2. *Suggestions in Detail for Improving the Position, and Promotion and Retirement of this Class:*

Evidence favourable to some improvement in the position generally of the warrant officers, *Elliot* 1748, 1749; *Sir G. F. Seymour* 5149. 5150——Statement as to the expediency of improving the position of warrant officers on the score of promotion and retirement, *Paynter* 2793–2803.

Witness has prepared a scheme for altering the position of the warrant officers, and delivers in a paper on the subject, *Moorman* 3001, 3002; and *App.* 357, 358.

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WARRANT OFFICERS—continued.

2. *Suggestions in Detail for Improving the Position, &c.*—continued.

Proposition that there be first-class warrant officers who should be commissioned, and rank next to the masters, *Howels* 3485-3489. 3538-3544. 3570, 3571. 3580——The second and third-class warrant officers should be amalgamated and rank next to the second masters, *ib.* 3485. 3487. 3490——Advantage if there were a mess berth in all large ships for the warrant officers, *ib.* 3491. 3572. 3580.

Suggested compulsory retirement of the warrant officers at the age of sixty, with additional advantages in the way of rank, &c., *Howels* 3494-3497. 3581-3583——There might be conditional retirement for warrant officers at the age of fifty-five, *ib.* 3497——Amendment necessary in regard to the disadvantages to warrant officers when employed in harbour service, *ib.* 3498-3501——When in charge of stores the warrant officers should receive the store allowance in addition, *ib.* 3501.

Expediency of every gunner, boatswain, and carpenter being qualified and compelled to keep his own accounts, *Howels* 3523, 3524. 3531-3533——Very few occasions upon which warrant officers, if commissioned, and ranked as proposed, would take command over sub-lieutenants, *ib.* 3542-3544.

Expediency of improving the status of the warrant officers; prejudice to the service through their present position, *Fishbourne* 4115-4119——Some few promotions might be given beyond the grade of warrant officers, *ib.* 4115.

Approval of exceptional promotion of warrant officers, as for distinguished service, *Duke of Somerset* 4602——Expediency of improving the position of the warrant officers if it be decided to increase their number, *ib.* 4755-4757——Approval of the warrant officers messing together if a place can be found for them, *Moore* 5319. 5419.

Suggestions by Mr. Howels for improvement in the rank, pay, pensions, &c., of warrant officers, *App.* 367.

Recommendation by the Committee that the warrant officers be permitted to retire at the same age as the masters, upon such conditions as the Admiralty may think proper, *Rep.* xiv.

3. *Improvements recently Effected:*

Improvement of late in the position of warrant officers, it having also been settled that their widows should receive pensions, *Duke of Somerset* 4598-4600——Reference to the suspension in 1830 and 1831 of the pensions of the widows of warrant officers, the pension being now fixed at 25*l.* a year, after due consultation with the Treasury, *ib.* 4696-4705.

The Committee express their great satisfaction with the improvements which, under recent measures, have been made in the condition of the warrant officers, *Rep.* xiv.

4. *Question as to an Increase in the Number of Warrant Officers, and a transfer of Duties from the Junior Officers:*

Recommendation by the Select Committee of 1848 in favour of augmenting the number of warrant and petty officers, and of reducing the number of mates, midshipmen, and cadets; concurrence therein, *Harvey* 580. 889-891.

Obstacle to the warrant or petty officers performing some of the duties of midshipmen, &c., *Earl of Lauderdale* 1155, 1156——Reference to the proportion of midshipmen and sub-lieutenants on board ships, and disapproval of a transfer of any of their duties to warrant or petty officers, *Sir G. R. Mundy* 1299-1306. 1363-1370. 1413-1415.

Expediency of many of the duties now devolving upon midshipmen and cadets being performed by petty officers and warrant officers, *Elliot* 1599-1602. 1727-1731. 1745-1747; *Moorman* 2998-3000——Opinion favourable to the increase of the number and of the duties of warrant and petty officers, *Captain Key* 1904, 1905. 1978, 1979; *Sir J. Hope* 2133, 2134.

It was specially contemplated in the scheme prepared by witness that in large ships the number of warrant officers should be increased, *Sulivan* 2407——Approval of the proposition for improving the condition of warrant and petty officers, and for transferring certain duties to them, *Horton* 2458-2461.

Objection to the proposed alteration in the position and duties of warrant and petty officers, *Parkin* 2568, 2569——Suggested increase in the number of warrant officers, the sailmaker being made one, *Paynter* 2794——Disapproval of warrant and petty officers being employed regularly in performing many of the duties now discharged by midshipmen; extent to which these duties ought to be so transferred, *White* 3291-3294. 3308-3318.

Heavy and important duties devolving upon the warrant officers generally, so that it would be a great advantage if the number of officers were doubled, *Howels* 3573-3577——Doubt as to the warrant officers being able to devote much time to discharging some of the duties of cadets, *Fishbourne* 4114.

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WARRANT OFFICERS—continued.

4. *Question as to an Increase in the Number of Warrant Officers, &c.*—continued.

Conclusion that it is not desirable that warrant officers should perform duties appertaining to sub-lieutenants and junior officers, *Duke of Somerset* 4597. 4684; *Moore* 5277–5279——Obstacle to increasing the number of warrant officers in ships, *Duke of Somerset* 4598. 4861–4863——Reference to the gun-boat class of vessels as not being a desirable class in which to have many junior officers; objection, however, to any substitution of warrant officers where it can be avoided; *Moore* 5314–5318.

See also *Gunners. Petty Officers.*

White, Captain George Henry P. (Analysis of his Evidence.)—Has been placed this year on the Retired List, in consequence of the Order in Council of 1860; 3265–3268——Former services of witness adverted to, and great exertions made by him to obtain active employment, so that he considers himself much aggrieved in being retired at the age of sixty, whilst admirals are retained on the Active List till a much later age, 3269 *et seq.*——Approval of lieutenants being required to serve two years afloat, or more, although in witness's case this requirement has been injurious, 3271–3274——Explanation that witness approves of a compulsory age retirement for captains, but it should also embrace flag officers, 3277–3282. 3322, 3323. 3355–3359.

Expediency of the retirement by age being extended to flag officers, in order to give a steady flow of promotion, and as a means of largely removing the present dissatisfaction in the service, 3282. 3355–3359——Partial operation of the Order in Council of 1860 as regards the different classes of retired captains, 3283, 3284——There should be an effective retirement of all classes of officers, 3285——Effect of the Order in Council of 1860 to increase the present pay of witness, whilst it injures him in a much greater degree in debarring him from arriving at the rank and pay of a flag officer on the Active List, 3285–3287. 3323. 3326–3343, 3347–3350.

Grounds for concluding that the Active List of Admirals should not be reduced below seventy or seventy-five; 3288. 3290——Disapproval of warrant and petty officers being employed regularly in performing many of the duties now discharged by midshipmen; extent to which these duties might be so transferred, 3291–3294. 3308–3318——Approval of young men not actually joining the Navy till they are seventeen years of age, 3295——Periods of service desirable in each rank up to that of full lieutenant, 3296–3302. 3324, 3325——Witness is decidedly favourable to Sir John Hay's plan generally, 3303–3305——Expediency of limiting the entries of cadets with a view to the flow of promotion, 3306–3308.

Want of discipline at present, through the inadequate supply of good sub-lieutenants to take charge of the decks, 3316——Good service of witness, and frequency of his solicitations for employment, further adverted to, 3342, 3343. 3351–3354——Authority for the statement as to there being a great want of discipline in the Navy, 3344–3346——Expediency of an increase in the number of sub-lieutenants; much larger proportion formerly of mates, 3360–3369.

Whitmarsh, The Rev. William. (Analysis of his Evidence).—Is chaplain and naval instructor of the "St. Vincent;" has had considerable experience in the service, 4034–4036——Great advantage if there were a chaplain-general of the Navy, or some recognised head over the chaplains, 4037–4043. 4047–4054. 4061——Total of between 150 and 200 chaplains, 4040. 4075——Duties of witness as naval instructor, 4044, 4045——Inadequacy in large ships of one person for discharging the duties of both chaplain and naval instructor, 4046. 4076–4078.

Opinion that it is not more difficult to maintain discipline in the service than formerly, and that the men are now more amenable to moral considerations, 4055–4057——Part taken by witness in the establishment of a library and of an adult evening school for the men of the "Sanspareil;" exceedingly satisfactory operation thereof, 4057–4059. 4064–4074——Expediency of the establishment in all line-of-battle ships of evening schools and libraries, 4060. 4073, 4074——Improvement if chaplains were first sent to sea on probation for twelve months, 4062——Approval of the chaplains reporting through the captains, 4079, 4080.

Willich, Mr. Calculations by Mr. Willich, Actuary to the University Life Office, with reference to the probable year of death of flag officers and captains, and the effect of a compulsory age retirement in each of those ranks, *App.* 368–370——Opinion expressed by Mr. Willich in favour of the new plan of compulsory retirement, *ib.* 368.

Woodgate, Commander Thomas. (Analysis of his Evidence.)—Was placed on the Retired List V., under the Order in Council of August 1860; 3930, 3931——Partial and unjust operation of the Order in Council of 1860, in having compulsorily retired witness with an increased pay of only 6*d.* a day, and with the rank only of commander, 3932 *et seq.*——There are about fourteen commanders on the Retired List V., whose prospects have been unjustly affected by the Order in Council of 1860; 3933–3937——Approval generally of the principle of compulsory retirement throughout the service, 3936. 3939.

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Woodgate, Commander Thomas. (Analysis of his Evidence)—*continued.*

Prospects of witness in regard to rising to the rank and pay of captain, and subsequently attaining other advantages if the Order in Council of 1860 had not been applied to him, 3939–3964—— Complaint that in arranging the scheme of 1860, there was a great want of consideration for the feelings of officers; instances of this, 3964–3991—— Case of an officer offered retirement in March 1860, at 10 *s.* 6 *d.* a day; whilst under the Order in Council of 1 August, he was entitled to 11 *s.* 9 *d.*, 3964-3975. 3991——Case of an officer offered retirement, with captain's rank, at 10 *s.* 6 *d.* a day, who has since been compulsorily retired on the same pay with commander's rank, 3975–3991.

Power of the Admiralty to retire any officer, however deserving, by refusing to give him employment; difficulty through the redundancy of the Active Lists, 3991–3997—— Suggestion that the list should be so reduced that no officer should exceed a period of five years unemployed, 3992–3998—— Exceptional character of the list compulsorily retiring commanders on the same rank and the same pay, 4000——Services of witness adverted to; he was specially promoted in 1842, since which period he has been unable to obtain active employment, 4001-4015——Approval of those officers refusing to leave the Active List who have good claim for employment and advancement, 4012, 4013—— Limited employment in the mercantile marine of half pay lieutenants and commanders, 4016——Complicated character of the Retired and Reserved Lists, 4017, 4018.

Z.

Zeal (Naval Officers). Great decadence in that zeal and love for the profession which formerly existed, *Elliot* 1656.

Absence of any want of public zeal and energy amongst naval officers, *Sir G. F. Seymour,* 5171, 5172.